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ABSTRACT

A study designed to consider the feasibility of creating a State Office of Literacy in Hawaii found no consensus among those interviewed as to whether such an office should be established or what its duties should be. Consequently, the creation of a permanent Governor's Commission on Literacy was recommended instead. Housed within the Office of Children and Youth, the commission would have the following responsibilities: (1) coordinate and facilitate the activities of literacy service providers and literacy; (2) gather and serve as a clearinghouse for information on grants and other money available in the state for literacy providers and programs, available literacy services, the measurable results of various literacy programs, and statistics and demographics concerning those needing and receiving literacy services; and (3) develop public-private sector literacy partnerships, assisted by a public-private advisory board similar in function and representation to that of the existing Governor's Council for Literacy. Among those interviewed for the study were the current Executive Chairperson for the Governor's Council for Literacy, the first chairperson of the council, the Executive Director of Hawaii Literacy, Inc. (the largest provider of literacy services in the state), the chairperson of the Department of Urban and Regional Planning at the University of Hawaii at Manoa. (Chapters 1 through 8 discuss literacy programs and services currently offered by Hawaii's state government. Chapter 1 also contains findings from the state literacy needs assessment. Chapter 9 presents some viewpoints on the concept of an Office of Literacy from those listed. Chapter 10 compares existing literacy functions to those contemplated for the proposed office. Chapter 11 contains findings and recommendations.) (CML)

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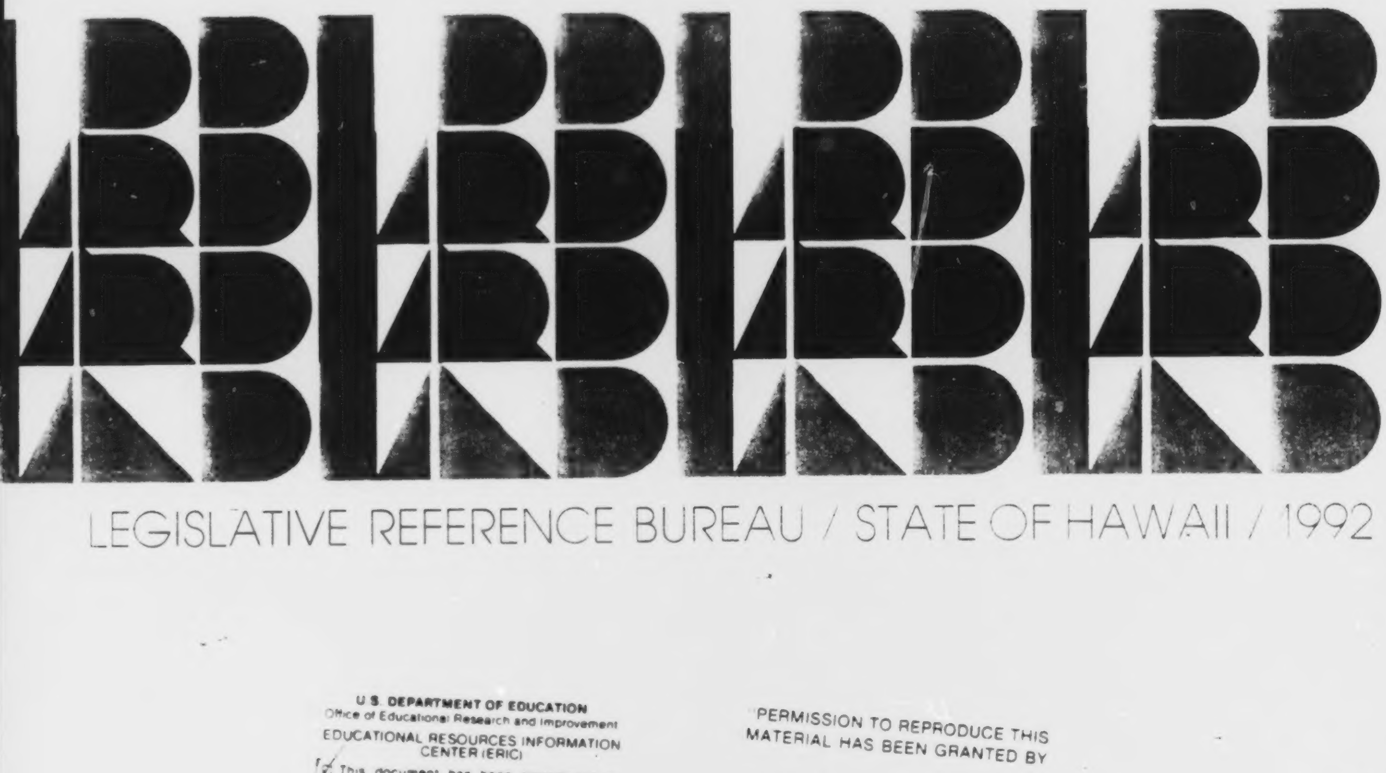

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LITERACY PROGRAMS IN HAWAII AND THE NEED FOR AN OFFICE OF LITERACY

Laura J. Sasaki
and Jean Polhamus Creadick
Researchers

Report No. 4, 1992

Legislative Reference Bureau
State Capitol
Honolulu, Hawaii

FOREWORD

This report on the establishment of an office of literacy responds to House Resolution No. 329 (1989).

Many people provided their time and assistance in the Bureau's efforts in completing this report. Special thanks are extended to: John Aki, Sue Berg, John Brough, Peggy Cha, Conroy, Y. F. Chow, Ruth Chun, Mary Clark, Ka'iulani de Silva, Lynn Fallin, Brenda Freitas-Obregon, Nyla Fujii, Paulette Gose, Carol Greco, Gary Kemp, Antoinette Leahy, Hartwell Lee Loy, E. Lynne Madden, James Manke, Stanford Manuia, Kathleen McKenzie, Nola Morgan, Janet Morse, John Muth, Marilyn Muttick, Stephen A. Singer, Robert Watada, Dr. Kathleen Wilson, and Kenneth Yamamoto.

Samuel B. K. Chang
Director

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INTRODUCTION

The resurgence of interest in literacy which the United States experienced in the 1980's is continuing into this decade, and has become worldwide in scope. The United Nations declared 1990 as International Literacy Year, and set the goal of eradicating illiteracy by the end of the century.[1] Nationally, the achievement of literacy for all Americans is one of six national education goals established by the President and Governors for the year 2000.[2]

The renewed concern about adult illiteracy in the United States may be traced to a number of factors. Some of those frequently cited include increased unemployment in the service industries and consequently increased expectancy of literacy, numeracy and problem-solving skills expected of workers; an increase in the numbers of women or racial or ethnic minorities entering the workforce who may have been less well-served by the educational system and therefore lacking in workplace skills; a dramatic increase in the number of immigrants and other adults for whom English is a second language and who may lack literacy skills in their own language; and a concern for the nation's ability to compete in a changing world market.[3]

In 1991, Congress made the following findings which underscore the need for a national literacy effort:[4]

(1) Nearly thirty million adults in the United States have serious problems with literacy;

(2) Literacy problems are intergenerational and closely associated with poverty and pose a major threat to the economic well-being of the United States;

(3) Present public and private literacy programs reach only a small portion of the population in need and often result in only minimal learning gains;

(4) The prevention of illiteracy is essential to stem further growth in national literacy rates;

(5) Literacy programs generally lack adequate funding, adequate coordination with other literacy programs, and an adequate investment in teacher training and technology;

(6) Access to better information about the best practices in the literacy field and more research in order to provide better diagnostic and instructional tools are essential for the improvement of literacy and employability in the United States;

(7) As many as fifty million workers may have to be trained or retrained before the year 2000;

(8) The supply of unskilled workers is increasing while the demand for unskilled labor is decreasing;

(9) Programs under the Adult Education Act, which are the largest Federal source of direct literacy services in the United States, serve only ten percent of eligible participants; and

(10) All public and private literacy programs serve only about nineteen percent of those who need help.

As a reflection of these concerns, President George Bush signed the National Literacy Act on July 2, 1991.[5] The Act will support, among other things, the creation of a National Institute for Literacy for the purpose of improving literacy research, development and information dissemination;[6] and state and local public and private nonprofit literacy efforts through a program of state or regional literacy resource center grants designed to stimulate the coordination of literacy services, enhance the capacity of state and local organizations to provide literacy services, and serve as a reciprocal link between the National Institute for Literacy and service providers.[7]

In Hawaii, literacy services have been traditionally provided to the State's population through the Department of Education and the Hawaii State Public Library System. In 1987, their efforts were enhanced when then Lieutenant Governor Waihee created the Hawaii Council for Literacy. In 1988, this became the Governor's Council for Literacy ("Governor's Council"), which has since developed into a consortium of government, business, union and literacy service providers, who work in partnership to initiate and support statewide literacy efforts. Also in 1988, Governor Waihee created a state literacy program, known as the Governor's Council for Literacy Program ("GCL Program"), which he placed in the Office of Children and Youth ("OCY"), within the Office of the Governor.

Between November 1988 and January 1989, the Hawaii Statewide Literacy Needs Assessment (the "Assessment") was conducted by a private market-research firm contracted by OCY and the GCL Program. OCY presented the results in its March 1989 publication, Bridges to Literacy. Among the findings of the Assessment were that an estimated 154,000 adults in Hawaii are functionally illiterate; that 60,000 functionally illiterate adults are employed; and that 77 percent of adults with less than nine years of school are functionally illiterate.[8]

Bridges to Literacy also presented a five-goal plan for increasing literacy levels in this State. The fifth goal calls for the establishment of "the necessary foundations for an Office of Literacy".[9] In April 1989, the House of Representatives adopted House Resolution No. 329 (1989) (See Appendix A), which requests that the Legislative Reference Bureau study the possibility of creating the Office of Literacy proposed in Goal 5 of Bridges. The following functions are contemplated of the proposed Office of Literacy:

(1) Coordinate the various components of the state literacy efforts;

(2) Coordinate the functions and activities of the Governor's Council for Literacy;

(3) House the Literacy HOTLINE and be the primary link between the adult student and community-based literacy programs and volunteers;

(4) Provide resources and technical assistance to the literacy service providers; house the state literacy foundation; and

(5) Centralize database information on literacy programs and their measurable results.[10]

House Resolution No. 329 suggested that the Office of Literacy might be created by employing one of the following options: expanding the Governor's Office of Information to include literacy programs; incorporating the duties into an appropriate existing department, such as the Department of Education; or disbursing or reassigning those duties to existing departments. Another option mentioned by the resolution is that there be no change.

Since the time that House Resolution No. 329 was adopted, the literacy movement has experienced substantial growth statewide. In 1991, the Legislature established a private charitable trust, the "Public-Private Partners for Literacy Trust Fund", the income and capital gains from which will be used for family literacy programs.[11] The GCL Program has undertaken to accomplish many of the activities set forth in Goal 5 of Bridges to Literacy.[12] The GCL Program and the Governor's Council have placed themselves in leadership roles, working toward the goal of a Literate Hawaii by the year 2000. The Governor's Council has spearheaded a drive for the formation of literacy partnerships and coalitions among state and county agencies and the business community as well as private, nonprofit organizations. The Department of Education probably remains the largest provider of adult education in the State, but within state government, literacy services are also being provided directly or indirectly by the Hawaii State Public Library System, the University of Hawaii Community Colleges, the Department of Labor and Industrial Relations, the Department of Public Safety, and the Department of Human Services, among others.

The trend in this State is to view literacy as an important step toward an individual's achievement of self-sufficiency, the ability to care for one's children and family, and to become a productive member of the community. Consequently, literacy services are being regarded and developed as part of a movement toward strengthening and supporting families. Community involvement is also being emphasized in the planning of literacy services that are needed by its residents.

Hawaii's work in literacy has been described on a national level as "phenomenal", and as a model for other states to follow.[13] The State is positioning itself so that it may play a major role in the creation of one of the regional literacy resource centers made possible under the National Literacy Act.[14] However, much more work needs to be done to meet the goal of a literate Hawaii. This is particularly true as society becomes increasingly sophisticated, as functional literacy is viewed in terms of an individual's ability to function on the job and in society. Despite both the obvious achievements of the statewide literacy effort, and the clear need for more support in this area, the state literacy program is still not a permanent one in state government, and remains in OCY only because it was placed there by Governor Waihee.

The purpose of this study is to review the functions of an Office of Literacy as contemplated by House Resolution No. 329, to make a recommendation as to the advisability of establishing an Office of Literacy, and if one is recommended, where it should be housed administratively. Chapters 1 through 8 discuss literacy programs and services currently offered by state government. Chapter 1 also contains findings from the State Literacy Needs Assessment. Chapter 9 presents some viewpoints on the concept of an Office of Literacy from various persons involved in the literacy effort. Chapter 10 compares existing literacy functions to those contemplated of the proposed Office of Literacy. Chapter 11, the final chapter, contains findings and recommendations.

This study is not intended to reassess the scope of the literacy problem in Hawaii, nor to evaluate the specific content, quality or effectiveness of the literacy programs which are currently operating in this State. An effort has been made to present current information, but because literacy activities are changing rapidly in this State, the reader is advised to consult with the particular office or agency to obtain the latest information.

ENDNOTES

1. Joann Crandall and Susan Imel, "Issues in Adult Literacy Education", ERIC Reader, vol. 1, April 1991, p. 2.

2. Ibid.

3. Ibid.

4. 105 Stat. 303 sec. 2 (1991).

5. 105 Stat. 303 (1991), P.L. 102-73.

6. 105 Stat. 303 sec. 102(a) (1991).

7. 105 Stat. 303 sec. 356 (1991).

8. Hawaii, Office of Children and Youth, Bridges to Literacy (Honolulu: March 1989), pp. 13, 16, 17.

9. Ibid., p. 23.

10. House Resolution No. 329 (1989).

11. 1991 Haw. Sess. Laws, Act 322.

12. Interview with Sue Berg, Literacy Coordinator/Advocate, Office of Children and Youth, August 12 and 16, 1991.

13. Sharon Darling, President, National Center for Family Literacy, Speech at "Faces of Success: Partners in Lifelong Learning" Luncheon (Honolulu: December 6, 1991).

14. Berg interview, supra n. 12.

CHAPTER 1

OFFICE OF CHILDREN AND YOUTH THE GOVERNOR'S COUNCIL FOR LITERACY PROGRAM, AND THE GOVERNOR'S COUNCIL FOR LITERACY

Overview

By recommendation of Governor Waihee, the Governor's Council for Literacy Program ("GCL Program") was placed within the Office of Children and Youth ("OCY"). There is no legislation creating the GCL Program, however, and it is not permanently fixed in OCY.

One of the legislatively mandated responsibilities of OCY is to "coordinate and selectively monitor the operations and operating policies affecting children and youth of all State depapartments. . ."[1] The GCL Program, under the leadership of the program's state literacy coordinator, has been providing coordination for and collecting data about various literacy efforts within the State, and is currently staffing the Literacy "HOTLINE", among many other projects. Another major activity for the GCL Program is its "willing partnership" with the Governor's Council for Literacy ("Governor's Council"), for which it provides advice and administrative support.

The Governor's Council is a voluntary coalition of business and labor, working together with literacy service agencies and government to promote literacy for all citizens of Hawaii. One of its primary functions is to empower people through literacy, whether this is accomplished through adult education, workplace, family or community programs. It acts as a catalyst to help initiate and develop literacy programs in the community, and to support existing programs. It also provides input from business, labor and media concerning the direction and implementation of the statewide literacy effort.

The Governor's Council and the GCL Program plan and work together in an effort to maximize the strengths and resources of each. Together, they have developed public-private partnerships to support state literacy goals; initiated family literacy site projects with funding from the state legislature; helped to establish a family literacy fund to support organizations starting or carrying out literacy projects; helped to establish a "public-private partners for literacy" trust fund; have represented Hawaii in national literacy conferences and have raised awareness of the importance of literacy.

The approach to literacy of the Governor's Council and the GCL Program is based upon the "Integrated Asset Learning System", which addresses the literacy needs of children, youths and adults in the context of families, and family needs in the context of communities, sometimes including the workplace. Since the GCL Program is a program of the Office of Children and Youth, its literacy programs prioritize their focus upon the needs of children,

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youth and families, rather than on other target groups such as childless adults and workplace literacy.

Neither the GCL Program nor the Governor's Council exist by legislation, but rather by order of the Governor. While literacy has been defined as a priority of the Waihee administration, the GCL Program and the Governor's Council have concerns as to their continued existence upon the close of the Waihee administration.

The Office of Children and Youth

The Office of Children and Youth was administratively attached to the Office of the Governor, by legislation passed in 1976.[2] By statute, OCY's general duties include:[3]

(1) The establishment of statewide goals and objectives relating to children and youth in the State;

(2) Researching the needs of children and youth in the State and the adequacy of services available to them;

(3) Reviewing existing and suggesting new legislation pertaining to children and youth;

(4) Coordinating and selectively monitoring the operations and operating policies affecting children and youth of all State departments, and reporting findings and recommendations to the governor and the legislature;

(5) Maintaining a data and information storage and retrieval system with respect to children and youth and related family information, and maintaining contacts with local, state and federal officials and agencies concerned with planning for children and youth;

(6) Encouraging and fostering local community action in behalf of children through local committees on children and youth; and

(7) Assisting in promoting plans and programs for the prevention and control of juvenile delinquency.

OCY has defined literacy as a key issue within its legislative mandate because of the broad effect of literacy on the community, economics, and a family's self-sufficiency. OCY contends that by putting money into programs that educate young children, adult social programs costing seven or eight times as much can be avoided.[4]

OCY's goal for its literacy programs is to achieve "functional literacy", which refers to an individual's ability to read, write, and speak in English, and compute and solve problems at levels of proficiency necessary to function on the job and in society, to achieve one's goals, and develop one's knowledge and potential.[5] This definition implies that a literate person possesses basic educational skills which allow him or her to be trained and retrained for employment, and that the person can use reading, writing, and computational skills in everyday life situations.[6]

Governor's Council for Literacy Program

One of the programs housed in OCY is the GCL Program. The GCL Program was placed in OCY upon the recommendation of the Office of the Governor.[7] The Program, however, is not permanently fixed in OCY.[8]

Hawaii State Literacy Needs Assessment

In 1987, OCY initiated legislation which led to the establishment of a position for the State Literacy Coordinator/Advocate in 1988, and for funding for the Statewide Literacy Assessment and State Plan for literacy.[9]

In 1988, OCY and the GCL Program contracted a Hawaii-based market-research firm to conduct the Hawaii Statewide Literacy Needs Assessment ("HSLA").[10] Results of the HSLA showed, among others, that:[11]

- 19% of the adult population, or an estimated 154,000 adults in Hawaii are functionally illiterate:

By County	Percentage	Population
Hawaii County	37%	21,462
Maui County	36%	22,888
Kauai County	26%	8,853
City & County of Honolulu	15%	93,807

- 60,000 functionally illiterate adults are employed.
- More than 50% of the functionally illiterate are between the ages of 18 and 64.
- The industries with the highest rates of illiteracy are agriculture, business/personal services, and wholesale/retail trade.
- The industries with the lowest rates of illiteracy are transportation/communication, public utilities, government/military, finance/insurance/real estate.

- Ethnic groups with the greatest literacy needs include Hawaiians and the immigrant populations for whom English is not the first language.

- 77% of those adults having less than nine years of school are functionally illiterate.

In the HSLA, "functionally illiterate" refers to "adults who function with difficulty".[12] It relates to the inability of an individual to use reading, writing, and computation skills in everyday life situations.[13]

In March 1989, results of the HSLA were published in Bridges to Literacy, a state plan for literacy which was prepared by the GCL Program Literacy Coordinator/Advocate and the Governor's Council for Literacy, to provide direction to the goal of achieving a "literate Hawaii". Goal Five in Bridges recommends the establishment of the necessary foundations for an Office of Literacy, which would:[14]

(1) Coordinate various components of state literacy efforts including county programs, special needs programs and state agency programs;

(2) Coordinate the functions and activities of the Governor's Council;

(3) House the Literacy HOTLINE and be the primary link between the adult student and the community based literacy programs and the volunteers;

(4) Coordinate the County Literacy Coalition(s);

(5) Provide resources and technical assistance to the literacy service providers;

(6) Be the home of the Literacy Foundation of Hawaii; and

(7) Centralize database information on literacy programs and their measurable results.

GCL Program Focus

The GCL Program has been working toward fulfilling most of the functions described in Goal Five of the State Plan set forth in Bridges.[15] The program has no specific mandate, which allows it to be dynamic and to pursue changing opportunities.[16] As currently designed, the GCL Program's main thrust is to develop and coordinate public and private partnerships, programs and policies which prevent illiteracy and result in a functionally literate Hawaii.[17] The GCL Program's four strategies to achieve this goal are:[18]

(1) Community literacy;

(2) Workplace literacy;

(3) Family literacy; and

(4) School drop-out prevention.

The focus of the GCL Program has evolved. The primary theme continues to be public and private partnerships. In the initial stages the GCL Program and Council focused on public awareness and partnership development. The next phase of the program focused on creating opportunities for life-long learning through workplace and family and community literacy programs, while developing county coalitions on Oahu and the neighbor islands to fuel grassroots commitment and actions for a literate Hawaii. During this phase the Hawaii Fund for Family Literacy was developed. No in its third phase, the GCL Program is focusing its efforts on program accountability, program development, training,and technical assistance. Community literacy programs are being linked to the community economic development projects in a number of communities. The GCL is developing national and international literacy resources and the program staff serves as in an advisory capacity to states level and national level literacy efforts.[19]

The approach of the GCL Program has consistently been to foster the development of literacy partnerships which result in the maximizing of public and private resources.[20] Thus, rather than acting as a direct provider of literacy services, the GCL Program may work as a partner with literacy service providers in the community ranging from state agencies to private non-profit agencies. In the early stages of a program, the GCL Program may assist in program planning, and has at times assisted in grant writing for funding. After a literacy project is established, the GCL Program may provide support such as technical assistance and training to help keep the projects operating. The GCL Program also runs demonstration projects.[21]

GCL Program Staff

The GCL Program has a staff of four, including the Literacy Coordinator/Advocate (the "Literacy Coordinator"), a Program Assistant, a Literacy Liaison coordinator, and a Family Literacy Sites coordinator. Additionally, until January 1992, the Program had the services of a VISTA Volunteer who operated the Literacy HOTLINE.

Since the time that the position was created in 1988, the Literacy Coordinator has helped to coordinate and develop literacy partnerships with the private sector and unions, literacy programs in various state departments and counties, and public education and public awareness programs.[22]

The current function of the Literacy Coordinator includes coordinating literacy efforts on community, county, and state levels, and more recently on a national level; coordinating the literacy efforts of the various state departments; overseeing staff for various GCL Programs such as the Island Literacy Liaison Project, the Family Literacy Site Project and the HOTLINE Project; keeping parties apprised of developments in literacy at all levels; directing some decision making; and offering opportunities so that each can provide support for ongoing state literacy efforts.[23]

The work of the GCL Program and the Literacy Coordinator is supplemented by the activities and resources of the Governor's Council for Literacy, described below. The GCL Program voluntarily provides administrative staffing for the Council, and thereby gains access to a pool of literacy resources and advisors, and Council activities and programs.[24] The GCL Program also staffs the Hawaii Fund for Family Literacy. These functions are described later in this chapter.

Governor's Council for Literacy

Formation of the Council

In 1986, then Lieutenant Governor Waihee established a formal Council for Literacy with representatives from the public and private sectors.[25] The objectives of this Council were to increase public awareness of the literacy problem and to recruit both nonreading adults and potential tutors/volunteers.[26] In 1988, the Council became The Governor's Council for Literacy (the "Governor's Council"), and was placed under OCY's administration.[27]

The Council is a coalition of business and labor, working together with literacy service agencies and government to promote literacy for all citizens of Hawaii.[28] First Lady Lynne Waihee is the Council's Honorary Chairperson.[29] Government agencies represented on the Governor's Council include the Governor's office, the Office of Children and Youth, the Department of Education, the Department of Public Safety, the Department of Labor and Industrial Relations, the Department of Business, Economic Development, and Tourism, the Department of Health, the Department of Human Services, the Office of Library Services, the Executive Office on Aging, Statewide Volunteer Services, the Office of Hawaiian Affairs, the Department of Personnel Services, and the University of Hawaii Community Colleges. The Governor's Council also has representation from each of the counties.[30]

Participating businesses on the Governor's Council include Pizza Hut, Inc., First Hawaiian Bank, the Chamber of Commerce of Hawaii, Bakery Europa, the Hawaii Credit Union Leaugue, Waldenbooks, 7-Eleven, C. Brewer, AMFAC, Honolulu Bookstores, Island Heritage, Sheraton Hawaii-Japan, Long Distance USA, KHET, and KITV.[31] Participating union organizations on the Governor's Council include the Hawaii State Teachers Association (HSTA), the Hawaii Government Employees Association (HGEA), the University of Hawaii Professional Assembly (UHPA), AFL/CIO Local 5, ILWU Local 142, the International Brotherhood of Electrical Workers, and Laborers' International Union of North America Local 368. Participating community organizations include the Aloha United Way, the Hawaii State

Bar Association, the Hawaii Council of Churches, the Junior League of Hawaii, the English as a Second Language Caucus, and the Hawaii Publishers' Association.[32]

The Governor's Council believes that for business, labor, and the State, a literate population translates into higher productivity, fewer social problems and greater participation in the process of citizenship.[33] The Council strives to develop programs, partnerships and policies which would result in a literate Hawaii.[34]

Mission

Like the GCL Program, the Governor's Council is regarded as a catalyst organization that facilitates the initiation and development of literacy programs in the community, and supports existing programs.[35] The Council's mission is to:[36]

(1) Work in partnership with agencies, organizations, businesses, and unions to develop workplace literacy programs for employed adults and their families.

(2) Assist communities and organizations in establishing family literacy programs.

(3) Promote full public and private participation in the State's literacy efforts.

On a long-term basis, the goals of the Governor's Council are to:[37]

(1) Promote community understanding of and commitment to a literate Hawaii.

(2) Provide public education on:

  (a) The problem of illiteracy; and

  (b) The programs which are designed to address that problem.

(3) Provide a forum for discussion of literacy issues and the development of literacy partnership programs.

(4) Mobilize public-private funding for literacy.

(5) Advocate long-range commitment of the State to the literacy campaign.

(6) Create programs and projects which support the literacy service provider and literacy volunteers.

Relationship Between the GCL Program and the Governor's Council

OCY views the function of the Governor's Council as being to maximize the office's capacity to attend to the literacy needs in the State.[38] OCY describes the relationship between its GCL Program and the Governor's Council as a willing partnership. The two advise one another, and the activities between the GCL Program and the Governor's Council are deemed difficult to distinguish. OCY reports that it would be very difficult for it to start or operate a literacy program without the Governor's Council.[39] OCY states that often, it conceptualizes and develops ideas which are refined by the Governor's Council.[40] Further, OCY states that the Governor's Council's activities with other state agencies are always done in conjunction or discussion with the GCL Program. In such situations, the participation of the GCL Program includes providing the other state department with training and technical assistance to support program operations.[41] The relationship between, and the major projects of, the GCL Program and the Governor's Council is depicted in Diagram 1.[42]

The Integrated Asset Learning System

The Governor's Council and the GCL Program advocate literacy programs that are contextual in nature, addressing the needs of children, youths and adults in the context of families, and family needs in the context of communities, which may sometimes be the workplace. The work of the Council and the GCL Program is oriented around the "Integrated Asset Learning System", a community based, integrated system of adult and family education, with economic development components. This particular literacy "ASSET" approach was developed by OCY,[43] and is depicted in Diagram 2.[44]

ASSET models typically emphasize the positive and build upon components in the system that are working. With respect to the delivery of social and educational services, application of an ASSET model represents a change in paradigm, as the delivery of such services has traditionally emphasized system deficits and things that are wrong.[45] The Council's ASSET model envisions public and private investors investing in families, for example, by providing public awareness of and support for literacy programs. Families benefit by family members' participation in family development programs, such as adult education, literacy programs for families, in the workplace and community, and by school drop-out prevention. As the families are educated and strengthened, communities start to grow because educated families begin looking for new economic opportunities and for ways for businesses to develop. As communities move through economic development, they become empowered to support their people, and their people can return money to the investors.[46]

Diagram 1

Relationship Between the GCL Program and the Governor's Council

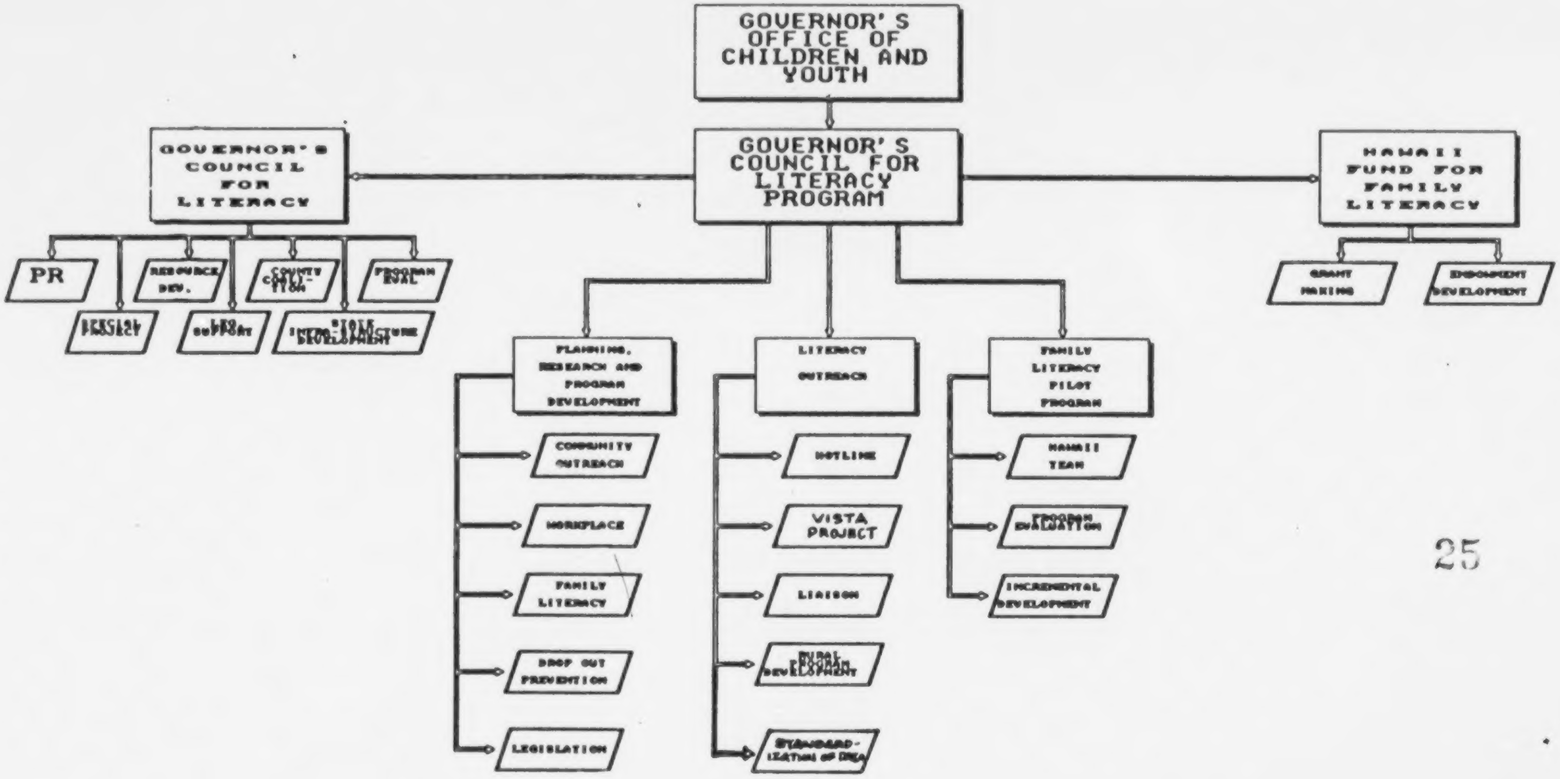
GOVERNOR'S OFFICE OF CHILDREN AND YOUTH
GOVERNOR'S COUNCIL FOR LITERACY
GOVERNOR'S COUNCIL FOR LITERACY PROGRAM
HAWAII FUND FOR FAMILY LITERACY
PR
SPECIAL PROJECT
RESOURCE DEV.
LEG SUPPORT
COUNTY COALI-TION
STATE INFRA-STRUCTURE DEVELOPMENT
PROGRAM EVAL
GRANT MAKING
ENDOWMENT DEVELOPMENT
PLANNING, RESEARCH AND PROGRAM DEVELOPMENT
LITERACY OUTREACH
FAMILY LITERACY PILOT PROGRAM
COMMUNITY OUTREACH
WORKPLACE
FAMILY LITERACY
DROP OUT PREVENTION
LEGISLATION
HOTLINE
VISTA PROJECT
LIAISON
RURAL PROGRAM DEVELOPMENT
STANDARD-IZATION OF DATA
HAWAII TEAM
PROGRAM EVALUATION
INCREMENTAL DEVELOPMENT

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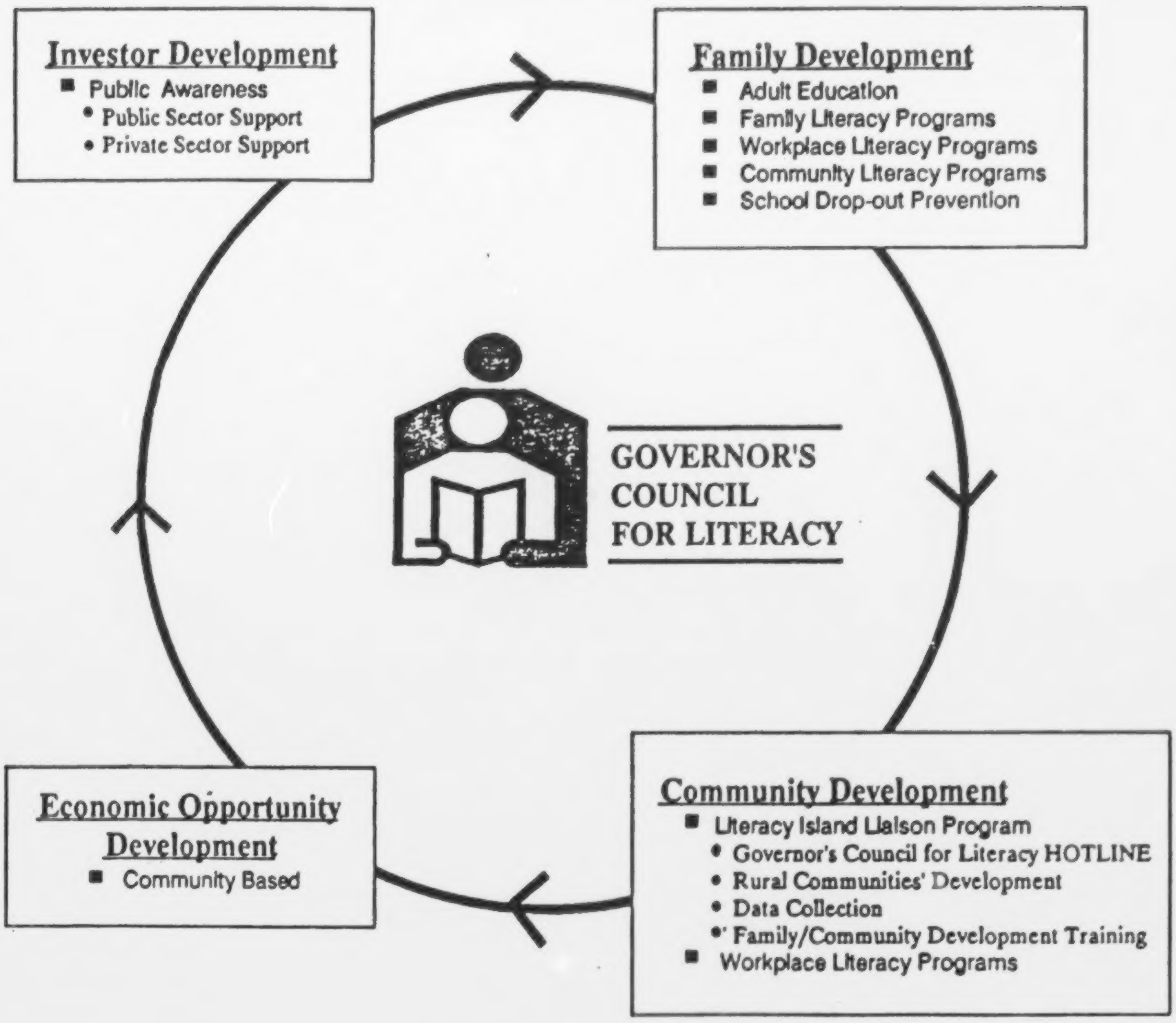
Diagram 2

State of Hawaii
Governor's Council for Literacy Program



Investor Development

- Public Awareness
  - Public Sector Support
  - Private Sector Support

Family Development

- Adult Education
- Family Literacy Programs
- Workplace Literacy Programs
- Community Literacy Programs
- School Drop-out Prevention

GOVERNOR'S
COUNCIL
FOR LITERACY

Community Development

- Literacy Island Liaison Program
  - Governor's Council for Literacy HOTLINE
  - Rural Communities' Development
  - Data Collection
  - Family/Community Development Training
- Workplace Literacy Programs

Economic Opportunity Development

- Community Based

An Integrated Asset Learning System

The Council also emphasizes that if a community wants a program, the program has a very high chance of succeeding. Since community populations, experiences and cultural values are diverse, the community must be a partner in developing programs appropriate to serve it. This also represents a change in the traditional paradigm in which the service provider determined what services were needed.[47] The progress of the Governor's Council in developing the various components of its Integrated Asset Learning System follows.

Investor Development

OCY reports that members and friends of the Governor's Council have worked to develop support for the statewide literacy campaign among investors throughout the State. According to OCY, this has been accomplished in a number of ways. The Governor's Council invests time and resources in raising public awareness of literacy efforts in the State. For example, through financial support from Hawaii Pizza Hut, Inc., the Governor's Council has aired public service announcements featuring the Literacy HOTLINE number for the past four years. The Council has a speakers bureau through which speakers are available to address public and private organizations. The Council has also been active in providing displays and information at various community functions throughout the State, and along with Council partners, has sponsored awareness events on Oahu and the neighbor islands. With the support of Hawaii Pizza Hut, Inc., the Council holds an annual luncheon at Washington Place, focusing upon a particular issue in literacy, which provides an opportunity for media coverage of statewide literacy efforts. The GCL Program believes that public awareness, partnership development, and events sponsored by the Governor's Council have all contributed to the development of investors to support statewide literacy goals.[48]

OCY feels that investor development has progressed through the public awareness, the partnership development and the activities and events sponsored by the Governor's Council.[49]

Family Development

Adult Education

Adult education programs are carried out by the Department of Education, the Community Colleges, and private nonprofit organizations. The Governor's Council supports the adult education programs of these literacy providers in part by providing training in areas such as family literacy and family support and strengthening, by providing updated information on literacy training techniques and methodologies, and by bringing various service providers together.[50] In 1992, the Governor's Council will also be working with adult education providers in an effort to develop an evaluation and assessment program to measure the effectiveness of adult education providers. Program effectiveness is important not only to advance program development, but also to maintain and increase support of business and other entities which fund programs.

Family Literacy Programs

The intergenerational aspect of literacy was beginning to be researched when the results of the statewide literacy study were published in Bridges to Literacy, in 1989.[51] At that time, "family literacy" was not among the five goals of the Governor's Council. Bridges, however, did note the following:[52]

(1) The value of literacy is a value that is passed from one generation to the next;

(2) Studies have shown that parents have the primary influence on the educational aspirations and attainments of their children;

(3) Children who see their parents reading are more likely to also read when they reach adulthood; and

(4) Therefore, it is important to target literacy programs to families so that learning of both adults and their children is reinforced.

In the absence of family literacy programs in Hawaii, the Governor's Council looked for a model that could be adapted to the needs of Hawaii's communities. It invited Sharon Darling, the President of the National Center for Family Literacy ("NCFL"), to address the statewide literacy conference in the fall of 1989. Inspired by Ms. Darling's presentation, the Governor's Council and OCY sent a delegation to an NCFL training seminar.[53]

After the training, OCY brought together agencies which would, with enhanced capacities, be in a position to provide family literacy programs. From this emerged the Hawaii Team for Family Literacy, which continues to provide a forum for practitioners providing family literacy programs, and for those in the process of developing family literacy programs. In 1991, forty-nine organizations and agencies were represented on the Hawaii Team for Family Literacy. Of that number, eighteen have initiated family literacy programs.[54]

1. Family Literacy Site Project

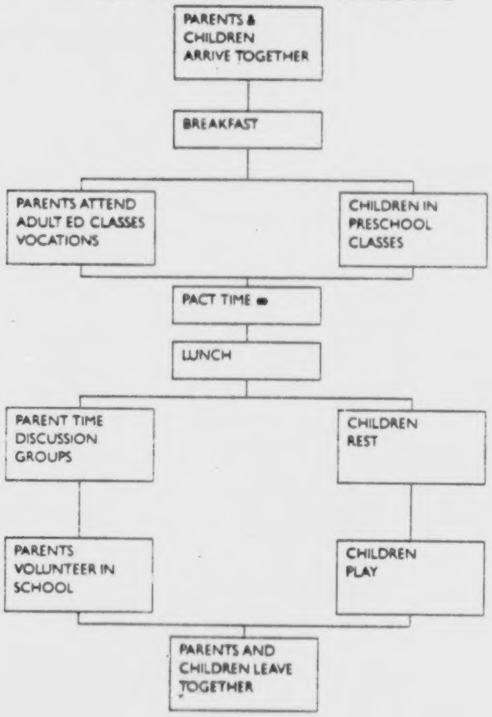
OCY and the Governor's Council received a $200,000 appropriation from the Legislature in 1990 for family literacy pilot projects. A number of communities expressed interest in the family literacy programs, and three family literacy sites were established. The sites are located in Waialua and Makaha on Oahu, and Lihikai School on Maui. Each family literacy site is in a public elementary school. Each site is unique in makeup, but all are based on the NCFL model, also known as the Kenan model. OCY's intent is to begin with a few quality programs, provide program evaluation and development, on-going technical training, and for incremental expansion. In the expansion phase, the OCY staff will work with existing community resources, and provide technical assistance and training to develop new family literacy programs. Currently, four new family literacy programs are in development, one on Kauai, one on Molokai, one at Honolulu Community College, and one at the KEY Project in Kaneohe.[55]

The family literacy project is designed to enhance family literacy experiences and to create new family literacy traditions. The project's primary goal is to break the intergenerational cycle of undereducation by improving parents' basic skills and attitudes toward education, improving children's learning skills, improving parents' child care skills, and uniting parents and children in a positive educational experience. Vocational preparation and employability skills instruction are included in the project to help break the cycle of poverty by establishing a pathway from education to work or further training.[56]

The model is designed to achieve these goals by bringing undereducated parents together with their three- and four-year-old children three or four days per week to a school where learning takes place for both. The children receive an early childhood education while their parents sharpen skills in language, math, and reading. The model programs also include times for parenting skills education, times to work on job-related skills, and times for parents and children to play together.[57] The programs are staffed by three family literacy teachers: an adult education family literacy teacher, an early childhood education family literacy teacher, and an early childhood family literacy aide.[58] A model of a typical day at a family literacy site is shown in Diagram 3.[59]

Diagram 3

TYPICAL DAY AT A KENAN MODEL SITE


PARENTS & CHILDREN ARRIVE TOGETHER
BREAKFAST
PARENTS ATTEND ADULT ED CLASSES VOCATIONS
CHILDREN IN PRESCHOOL CLASSES
PACT TIME •
LUNCH
PARENT TIME DISCUSSION GROUPS
CHILDREN REST
PARENTS VOLUNTEER IN SCHOOL
CHILDREN PLAY
PARENTS AND CHILDREN LEAVE TOGETHER

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OCY, which is responsible for these three demonstration projects, worked with community representatives who indicated interest in family literacy programs, and provided technical assistance and training in setting the projects up. It continues to support the projects by providing technical assistance and training, and support for the professional staff. In conjunction with an NCFL evaluation consultant, OCY also provides ongoing collection of evaluation data for program development. In 1992, OCY began to work with the communities in which the sites are located to develop community support for community adoption of the pilots.[60]

2. Hawaii Fund for Family Literacy, and Foundation Public-Private Partners for Literacy Trust Fund

The second part of the Governor's Council's family literacy project is a two-phase funding plan.

The Hawaii Fund for Family Literacy (the "family literacy fund") was established in 1990 to assist organizations in developing and/or carrying out projects which support family literacy in Hawaii. The family literacy fund was initially supported by contributions from the Hawaii Community Foundation, Aloha United Way and labor unions in the State.[61]

The fund makes grants to individuals and organizations in Hawaii which will:[62]

(1) Assist in the establishment of literacy as a value in every family in Hawaii by helping families to understand that the home is the child's first school, that the parent is the child's first teacher and that reading is one of the child's first subjects;

(2) Break the intergenerational cycle of illiteracy by helping to provide family learning so parents and children can learn to read together; and

(3) Support the development of the family literacy programs by helping to mobilize the creativity, resources and will of Hawaii's people and make possible a state of readers by building families of readers.

Grants are awarded three times a year. They are made to applicants for projects and programs which are likely to lead to increased family literacy in the State. Sample grants include those which support family literacy through funding for: establishment of intergenerational projects; community planning; technical assistance to help establish family literacy projects; training programs for improving instruction of literacy skills for volunteers and teachers; attendance at conferences, workshops, or other training opportunities; development of parent education workshops or training; awards and scholarships to honor volunteers, teachers and/or students involved in successful family literacy programs; formation of private, voluntary or public partnerships to address family literacy; innovative strategies to persuade parents and children of the importance of reading and staying in school; and the purchase of computer hardware, software or educational materials to carry out family literacy projects.[63]

Grants for the 1990-91 phase ranged from $500 to $2,000. During its first eighteen months, the fund approved some thirty-six grants totalling slightly more than $74,000. Most grants have been for start-up or seed projects for the purpose of adding an intergenerational literacy component to an existing education or social organization. Another significant function of the family literacy fund has been to underwrite the cost of training in the area of family literacy. OCY observes that the fund enables a community to initiate and design new family literacy programs to suit its particular needs.[64] Grant applications are reviewed by an Advisory Committee made up of government and private sector representatives. The committee also receives follow up reports on project outcomes.[65]

At the end of 1990, the Governor's Council determined that the next step in funding family literacy programs would be to create a family literacy trust fund with public and private partners. A campaign was developed with the goals of raising $1,000,000 from the private sector, and to obtain a partnership for family literacy from the public sector. Proposed legislation to create the family literacy trust fund was supported by the joint efforts of OCY, the Governor's Council, business, labor supporters, service providers and others, which undertook to develop support through lobbying, a newspaper advertising campaign, and publicity. Members of the Governor's Council testified at legislative hearings, and obtained commitments for funding from the private sector.[66]

Act 322, Session Laws of Hawaii 1991, creating the "Public-Private Partners for Literacy Trust Fund" took effect on July 2, 1991. Codified as section 581-5, Hawaii Revised Statutes, the law established a private charitable trust, the income and capital gains from which will be used exclusively for family literacy programs. The law intends that the public and private sectors will work together as partners in making deposits into the fund, and that legislative appropriations will be on a matching basis only. The initial legislative appropriation for the fund was $400,000.[67] One million dollars for the fund has already been raised by the private sector to date.[68] The fund is a separate fund of the Hawaii Community Foundation, a nonprofit corporation, and is administered by a private trust company as trustee. By law, OCY is entitled to results of the fund's annual audit.[69] The Council's goal is to build the family literacy fund endowment to $2,000,000 by June 1992.[70]

Workplace Literacy Programs

The cost of illiteracy to business shows up in many ways, in the form of low employee morale and productivity, higher supervisory time, workplace accidents and poor product quality.[71] Workplace literacy programs exist on all of the major islands, but are currently concentrated in large businesses and service industries such as hotels and agricultural industries.[72] They are carried out by public and private partnerships between literacy providers and workplaces. Staffing is provided by an educational institution such as the University of Hawaii, the Community Colleges, and to a lesser degree by the Department of

Education, or private non-profit organizations.[73] The workplace provides students, and often facilities.

The Governor's Council has facilitated the development of workplace literacy programs, although neither the Council nor the GCL Program operate such programs.[74] For example, three years ago the Council brought AMFAC and the ILWU together, and the two created the first labor union-management literacy program in the State.[75] Today, a statewide workplace program exists for members of both the ILWU and employees of AMFAC JMB.[76] This in turn resulted in ILWU participation in a federally funded literacy program on Lanai.[77] OCY and the Governor's Council also support workplace literacy programs by coordinating the service provider with the workplace in need of a program, consultation as to how to set up a program and the curriculum, providing information as to existing and effective workplace literacy models, as well as bringing general awareness of the concept of workplace literacy programs.[78]

1. Examples of Workplace Literacy Programs

In Hawaii, workplace literacy programs may be funded at both the state and federal levels. The State has received over $400,000 from the United States Department of Education for workplace literacy programs. These moneys, coupled with funding from businesses and labor unions, fund workplace literacy programs on Oahu, Kauai, Lanai and the island of Hawaii. OCY has worked in partnership with the Community Colleges, business and labor in initiating workplace literacy programs on all of the major islands.[79]

The S.U.C.C.E.S.S. (Sheraton's Unified Commitment Concerning Employee's Self-Success) program is regarded as an example of a quality workplace literacy project.[80] The program is a partnership between ITT Sheraton Hotels in Hawaii and the University of Hawaii-Manoa, College of Education.[81] Program modules include English as a Second Language, Basic Skills in Reading, Writing and Math, and General Education Development for employees who wish to obtain a high school diploma by taking the GED examination. Instruction may be in groups, or individualized tutorials, and some employees make use of computer-assisted instruction. The program features in-house instructors and training location, flexible scheduling, open entry and open exit to enable participants to join and exit the program at their will, and confidentiality.[82]

The concept underlying the program is that at Sheraton, workplace literacy addresses not only social and community concerns, but also presents a solution to issues facing business today such as recruitment and retention.[83] The S.U.C.C.E.S.S. program began in 1988, providing workplace literacy skills training to employees of four participating Sheraton hotels.[84] By 1990, over 330 Sheraton employees had participated in it. Supervisors reported that over two-thirds of the employees surveyed showed dramatic improvement in areas such as work attitude, confidence, safety practices, work efficiency and job productivity. Six participants were promoted within the company, and two participants completed their GED.[85]

S.U.C.C.E.S.S. is funded by a grant from the United States Department of Education.[86] The program has received a second federal grant allowing for the expansion of the program to three more Sheraton properties in Hawaii.[87] The GCL Program and the Governor's Council assisted in the development of the S.U.C.C.E.S.S. Program. The Council has also provided training resources, and some of its members sit on the S.U.C.C.E.S.S. Advisory Board.[88]

Workplace literacy programs are tailored to meet the needs of the particular workplace and employees. For example, a mobile learning center in a van is being customized at Honolulu Community College to provide literacy services and basic skills training, focusing on small businesses.[89] Maui Community College operated a literacy center at Hale Makua to provide intensive language training to foreign nurses, primarily from the Philippines, to enable them to qualify for and take the state licensure exams.[90] Windward Community College has set up a literacy library offering resources to service providers, businesses and any other group interested in beginning a literacy program.[91] The involvement of the community colleges in the statewide literacy effort is discussed further in the chapter of this study on the University of Hawaii Community Colleges.

The Governor's Council is encouraging workplace literacy projects to include family literacy aspects, so as to open the project to the employee's family members, with some success reported.[92]

2. Proposed Waikiki Community Learning Center Project

The next step for workplace literacy is the development of the proposed Waikiki Community Learning Center Project,[93] sponsored by the University of Hawaii College of Education, in partnership with several hotels and businesses.[94] The University is seeking funding from the United States Department of Education to supplement in-kind contributions of partners.[95]

As presently planned, the learning center would be placed in a centralized location in Waikiki. Persons working in the Waikiki area would be able to study at the learning center at their convenience. The program would be an adaptation of the Sheraton's S.U.C.C.E.S.S. program. Full and part-time staff would monitor the site. Instructors and tutors would design individualized educational plans for the employees based on their levels and goals. The target population would be employees who need to improve their workplace literacy skills in order to meet job performance standards, to increase opportunities for later transfer or advancement, or both. It is expected that the majority of the participants would be non-native English speaking employees and employees who have not completed high school. Although the program is primarily designed for entry level employees, it would also be available to supervisory and management level employees who lack literacy skills.[96]

The Governor's Council has supported the learning center project by writing letters of recommendation to accompany the project's federal grant applications, by visiting members of Congress to raise support for the learning center and for Sheraton's S.U.C.C.E.S.S. program, and by providing information to the community about the Sheraton S.U.C.C.E.S.S. model.[97]

Community Literacy Programs

Community literacy services and English as a second language programs are primarily provided by the Department of Education, Community Colleges, and and community based private non-profit organizations.[98] Many of these programs began as LVA and Laubach programs,[99] but through training provided by the Governor's Council, the Department of Education and others, many have expanded their operations to include programs which are family and community based.[100]

School Drop-Out Prevention

The state literacy needs assessment established that there is a direct correlation between the an individual's level of schooling and his or her level of literacy.[101] The GCL Program is exploring school drop-out prevention programs, as a necessary element in efforts to combat illiteracy.[102] Under examination is the possibility of working with the Office of Youth Services of the Department of Human Services, in a program involving the youth correctional facility at which some youths are held until age nineteen.[103] The GCL Program, however, is not presently addressing school drop-out prevention directly, due to lack of resources and staff.[104]

Hawaii Team for Family Literacy

In 1990, the Hawaii Team for Family Literacy was established to promote coordination among literacy providers. The team meets monthly to address emerging issues in the field of family literacy or family education. Members include the Department of Education, the Community Colleges, HeadStart, EvenStart, private non-profit organizations, Workplace Literacy sites, and the family literacy staff.[105]

Community Development

Under the Integrated Asset Learning System, the "community" may be defined by the workplace as well as the community in which an individual lives.[106] To foster community development in the communities, the ASSET model relies upon the following approaches.

Literacy Island Liaison Program

The Literacy Island Liaison program was established in 1990, with the passage of Act 330, Session Laws of Hawaii 1990. The program has several major components, including the literacy island liaisons who report to the GCL Program, the Governor's Council's HOTLINE, and the Outreach Project, which are described below.

1. Literacy Island Liaisons

Literacy island liaisons are contracted representatives on each of the major islands. Within their respective communities, the liaisons initially identify all active literacy programs and resources, and collect data on program activity. Each liaison works directly with his or her local county literacy coalition to support its development.[107] County literacy coalitions are much like replications of the Governor's Council, and each major island has its own coalition which sets its own priorities relating to literacy, tailored to the needs of the local community. Liaisons provide a link between the work of the GCL program and the county literacy coalitions.[108]

The focus of the 1992 literacy liaison year will include foundational training in the ASSET approach to community-economic development.[109]

2. Governor's Council for Literacy HOTLINE

The Governor's Council for Literacy HOTLINE is intended to provide an efficient and quality community response system to literacy requests.[110] Physically housed in OCY, the HOTLINE was staffed by one of the Department of Education's VISTA volunteers until January 1992, when VISTA funding was exhausted. HOTLINE staff handle telephone calls concerning literacy related matters, which may include requests for literacy volunteers, training, and students. Callers, most of whom are adult students and literacy volunteers, are referred to appropriate state and private agencies and programs.[111] The 1991 HOTLINE Report, which includes demographics on calls recevied is attached to this report as Appendix B.[112]

3. Outreach Project

With information from the literacy island liaisons, described above, the Outreach Project identifies the literacy needs of rural communities. The project also assists existing literacy service providers in the development of suitable literacy services for adults and families within these communities.[113]

4. Information and Data Collection

The literacy island liaisons have made contacts with literacy programs in their respective communities and enlisted them in a Statewide Data Collection Project.[114] Each month, the liaisons collect data from these participating programs and provide the GCL Program with statistics as to the numbers of volunteer and professional staff tutors, and students enrolled in each program, the length of time that each stays in the particular program, and other general information. This information will be useful in upcoming efforts to establish a baseline to evaluate program effectiveness.[115]

Additionally, the Governor's Council has published a Director of Literacy Services and a Director of English as a Second Language Programs, each sixty-four pages in length, as resource guides to assist persons in locating appropriate literacy and English as a second language programs throughout the State. The Director of Literacy Services will be updated at the beginning of 1992.[116] The GCL Program literacy island liaisons will be assisting with identification and compilation of information about literacy programs in their respective communities for this updated edition. The GCL Program will also be publishing "Hawaii's First Teachers", a summary of family literacy services in the State.[117]

5. Family/Community Development Training

The theory behind family/community development is that by strengthening families, the community can solve issues ranging from child abuse and substance abuse, to a self-perpetuating welfare system. Strengthened families are said to be more independent, they more effectively access needed support, cope with stresses, and nurture and care for each other. Family centers support family strengthening by integrating service delivery and public/private resources, addressing the individual as a family member, and identifying individual and family strengths, among others.[118]

In conjunction with the Hawaii Community Services Council, the Governor's Council has brought in locally- and mainland-based trainers in family/community development, in areas including the ASSET model of family and community development, and in family resiliency and strengthening. The Governor's Council has also brought in a trainer in family literacy from the National Center for Family Literacy, and utilizes trainers in community development from the Department of Education.[119] Training, workshops and conferences are available to all.[120]

6. Workplace Literacy Programs

The Governor's Council encourages workplace literacy programs, previously discussed in this chapter, to expand into family literacy programs, and it hopes to see them foster community development. The GCL Program describes Waialua as a classic prototype of community development which can be fostered by a workplace literacy program. The Waialua Community Board, comprised of representatives of labor and business, sought a program to enhance family education. After consulting with the GCL Program about the possibility of starting a family literacy program, the board members determined that they wanted such a program. A workplace literacy program is now starting at Waialua Sugar Company, and the GCL Program will bring the workplace and family literacy interests together.[121] The next step for the GCL Program will be to have the WIN Board expand their view from the educational aspects, to the economic aspects and opportunities resulting from increased literacy. The GCL Program is currently in discussion with Department of Business, Economic Development and Tourism, as to the range of its resources which could be used to support the community's growth.[122]

Economic Opportunity Development

The situation developing from the Waialua Community Board's initiatives illustrates how community based economic opportunity development ("CED") can result from increased literacy under the ASSET model. Community economic development seeks to change the economic structure of the community and to build permanent economic institutions within it. As a result of this restructuring, the community begins to play a more active role with institutions outside the community, and community residents become more active in the control of community resources. CED asserts that in order for any form of development to take place that will have lasting and meaningful impact at the community level, there needs to be a strengthening of local capacity to mobilize resources and use those resources to build a sound economic base for the community. Because CED seeks to change the basic relationship between a community and the institutions that affect it, CED is a strategy for social intervention markedly different from the traditional social welfare/planning policies most often pursued by governments.[123]

The GCL Program's intent is to help bring together communities with the resources which can help them grow, by increasing the literacy of its citizens.[124]

Status of Literacy Efforts

Since May 1991, the GCL Program has been active in national literacy efforts. Representatives of OCY and the Governor's Council attended two of the three regional meetings held during the summer of 1991 by the National Governors' Association ("NGA") State Literacy Exchange.

At the NGA regional meetings, representatives of the Governor's Council presented information on Hawaii's Statewide Literacy Needs Assessment (1988-89), which was the first statewide needs assessment conducted in the nation. The primary focus of the presentation was on the development of the Council's successful public-private partnerships and Hawaii's integrated literacy approach. OCY reports that response to the presentation was very positive.[125]

OCY believes that literacy efforts in the State are aimed in the right direction, and that as a whole, great progress has been made primarily as a result of the partnerships between the public and private sectors as well as the partnerships between the state and community levels. It believes that the level of integration between private and public literacy services that Hawaii enjoys exists no where else in the United States. It observes that the Governor's Council also works with existing departments on literacy matters at a clear partnership level.

OCY contends that because of the way that the Governor's Council has been working, the departments have been willing to take on greater responsibilities in the area of literacy.

The Governor's Council had expected to have a "report card", or progress report, on its literacy goals issued by the end of 1991. The report card was expected to disclose what the Council has accomplished, what it is currently doing, what it needs to do, and its level of effectiveness.[126] As of November 1991, however, the timeline for the report card had been extended. OCY perceives that the Governor's Council as a group is satisfied with the development of the statewide literacy effort, and its relationship with OCY and the GCL Program. OCY states that it definitely feels comfortable with the role that it is playing on the Governor's Council.

The GCL Program, with its literacy liaison, Literacy HOTLINE, community literacy projects, and family literacy programs, is coordinating the different departments and the private sector in the literacy arena, and encouraging integration and sharing of resources of private and public program providers.[127] As for the rate of delivery of services, OCY says that there seems to be general agreement that more services need to be provided, particularly on islands other than Oahu, and in certain pockets of rural communities. It is aware that certain communities want literacy programs, and that more resources are needed in order to provide them.[128]

According to the GCL Program, data is needed in order to determine whether literacy services are reaching those designated as targets. The literacy island liaisons are collecting data on the number of literacy programs in their respective communities, enrollments, and the length of time that persons stay in the programs.. The next step will be to determine how effectively students are being serviced in those programs.[129] However, the GCL Program notes that despite its efforts, illiteracy cannot be impacted until the educational system handles the school drop-out problem.[130]

Looking Ahead

In 1992, the GCL Program and the Governor's Council will be working to integrate components of an adult, family and community learning system, into the ASSET model of delivery. They will address traditional problems within this new framework, and programs will "harness" existing resources. The emphasis will be on programs that: (1) are community based and meet the needs of the individuals, families and communities; (2) are contextual in nature--adult programs in the context of family, and family programs in the context of the community, which in some instances may be defined as the workplace; (3) will strengthen families, communities and economies; and (4) will work within the context of economic development.[131]

Looking further ahead, the GCL Program has the following projections for its own program--or that of a similar agency. It will be critical to focus on community participation in developing literacy programs. Communities need to "own" the programs because it is ultimately their resources, willingness, and long-term commitment that will make the programs successful.[132] The GCL Program sees coordination of literacy programs within the State as an ongoing concern, since literacy spans the issues of economic development, education, social services, and health. If resources are to be maximized, the GCL Program believes that a coordinating body is needed to coordinate activities between the state, county, and federal governments, between the State and the private sector, and between the State and specific communities.[133]

The Hawaii-Public-Private Partners for Literacy Fund, signed into law on July 2, 1991, will begin in January 1992. It will continue indefinitely as a permanent funding base for funding literacy programs.[134]

More is expected to be done in the area of program development, such as training, program monitoring, and program evaluation, and working with the proposed Regional Literacy Resource Center.[135] OCY notes that the State has shown a strength in hiring trainers, both locally and from the mainland, which is important in order to have quality programs in the community. The State is also strong in conducting demonstration or experimental projects. These are activities for which the private sector lacks resources. Program evaluation is important for program development, and in order to monitor the use of funds.

Finally, national literacy efforts will impact upon state literacy programs. The "National Literacy Act of 1991" signed into law on July 25, 1991,[136] amends many parts of the federal Adult Education Act. It adds new provisions for the establishment of a National Institute for Literacy; for grants to develop, test and evaluate large-scale national workplace literacy strategies based on a public/private partnership; and for a program of grants to public housing authorities for literacy programs. The Act has also amended some granting specifications which will enable agencies other than departments of education to obtain funding under the Act.[137] OCY hopes that the state literacy program can achieve further national prominence so that it can receive federal funding for literacy programs.[138]

The Act also provides for a program of grants to states to support state and regional literacy resource centers. OCY believes that a major aspect of the state's future literacy program will be the development of a Regional Literacy Resource Center. As envisioned by the GCL Program, the center would primarily be a resource training center at which various agencies would receive support in literacy program development, and from which consultants would visit businesses, labor unions, and agencies to provide training and family education. Ideally, the center would be a training center for implementation of the Integrated Asset Learning System, which would employ the economic development resources of the Department of Business, Economic Development and Tourism. This would support the development of the ASSET model in both individual communities and Hawaii's region.[139] Regions are now being defined under the National Literacy Act--Hawaii may be in the Pacific or western region. To establish the foundation for bringing funding for the Regional Literacy

Resource Center to Hawaii, the GCL Program is now conducting market research studies of the public and private agencies it serves, to determine the types of literacy resources and training they desire. A proposal for the center will be defined in response to the results of the market study. The GCL Program's goal is to have the center project open on August 8, 1993.[140]

With respect to the establishment of a State Literacy Resource Center under the Act, OCY reports that its staff is following the progress of appropriations under the Act. It is concurrently developing the partnership framework for the center with the Department of Education, University of Hawaii Community Colleges, Pacific Resource Educational Laboratory, Kamehameha Schools, and Hawaii Public Television. OCY is surveying literacy professionals to determine what literacy resources are needed and how to best deliver those resources. It would ideally like to see representatives from a wide range of potential literacy resources in the State work together to maximize impact that funding for the center can produce.[141]

Hawaii's advances in the literacy arena are expected to gain further recognition at the National Center for Family Literacy First National Family Literacy Conference in April 1992. The focus of the conference will be on family literacy, and on national education goals nos. 1 and 5--school readiness, and lifelong learning, respectively. The GCL Program's State Literacy Coordinator has been asked to serve on the planning committee for this national conference, and Hawaii's GCL Program will be one of the state programs highlighted.[142]

Priorities for Additional Legislative Funding

OCY suggests that within the statewide literacy effort, the Legislature should prioritize new funding for family literacy programs--according to the Governor's Council, family literacy should be the key focus. OCY would like to see funding adequate to seed new family literacy programs, and to support ongoing programs with training, monitoring and evaluation, for three years. Currently, there are only three such programs, along with very small sections of workplace literacy programs in the community. Interest in starting new family literacy programs has already been expressed by communities on Maui, Molokai, and elsewhere, which could be tied into other existing services, but the funding is presently unavailable. While the Hawaii Fund for Family Literacy can give small starter grants of approximately $5,000, this is not enough keep the programs funded, and oftentimes not enough to start up certain family literacy models.[143] Other priorities are for funding to support the work of the Literacy Coalitions, and for data collection.[144]

OCY emphasizes that the core funding that it now receives from the Legislature of about $200,000 is critical, in that it helps to fund the positions within the GCL Program, the Literacy Liaisons, and GCL Program functions. The GCL Program notes that it carries out the necessary role of coordinating players in the statewide literacy effort, in order to maximize resources, and that it would also like to develop coordination on a national level in order to bring more federal moneys to the State.[145]

OCY notes that it is not a traditional direct service provider. As such, it does not have access to federal funding to support ongoing literacy functions that is available to some other state agencies, such as community and workplace literacy programs sponsored by the Department of Education and the Department of Labor and Industrial Relations.[146] As such, OCY feels that it has little choice but to seek state funding in order to carry on and enhance its functions, while at the same time trying to maximize funding received from the federal government.[147]

Response to H.R. No. 329 (1989)

Functions

In response to H.R. No. 329 (1989), OCY notes that there have been a number of developments in the statewide literacy effort since the resolution was adopted in 1989. The GCL Program and the Governor's Council are actively involved in coordinating the various components of the literacy efforts of the State. County programs are coordinated through the literacy island liaison program, and there are county councils on the neighbor island. General coordination is accomplished by the GCL Program literacy coordinator/advocate, the Governor's Council, the Literacy HOTLINE, and other activities. The GCL Program is providing resources to literacy service providers, such as training opportunities, and technical assistance to a lesser degree. The Hawaii Fund for Family Literacy was created, and January 1992 will mark the commencement of the public and private partners for literacy trust fund. The GCL Program is collecting data on statewide literacy efforts to create a centralized database. This year, an evaluation committee of the Governor's Council will be working toward development of a means to evaluate the effectiveness of literacy programs. The GCL Program notes that it and the Governor's Council have tried to accomplish the objectives set forth in Goal Five of Bridges to Literacy, although these tasks were not specifically assigned to either of them. Goal 5 is referenced in H.R. No. 329.[148]

Permanently Housing the Literacy Program in the Executive

To be effective in fulfilling the previously described projected activities of the Literacy Program, the Literacy Coordinator believes that the State's Literacy Program would best function in the executive level of government, more specifically, within the office of the Governor. The literacy program merits such attention, in the view of the GCL Program Literacy Coordinator, because literacy is a timely issue--models about individuals and families are changing, attention is being drawn to educational reform, demands on the worker in the workplace are changing.

As among the existing executive offices, the Literacy Coordinator believes that it would be appropriate to house the GCL Program on a permanent basis in the OCY, if OCY concentrates on policymaking; if it is in a position to emphasize children and youth in the context of families; and if OCY is also developing programs in the area of communities. The Literacy Coordinator believes that, OCY is the only existing executive branch office that has the potential to concentrate its efforts in such a direction.[149]

OCY would also like to see the state Literacy Program remain housed in its office.[150] OCY feels that this would be appropriate because the office's focus is on children and youth in families, and family literacy is becoming recognized as a critical component of literacy. OCY also feels that the GCL Program, as housed in OCY, is well directed and well paced.[151] There is concern as to the future of the Literacy Program, in view of the fact that the GCL Program is not permanently fixed in OCY, and that the term of Governor Waihee, who housed the Literacy Program in OCY, will be ending relatively soon.[152] This is disconcerting in that the next governor may not necessarily choose literacy as a primary issue.[153]

The Literacy Coordinator suggests that something needs to be in place--perhaps legislation specifically expanding OCY's mandate to include a literacy program--in order to ensure that the work of the Literacy Program as well as the Governor's Council can continue.[154] In order to be effective, the continuing or emerging program needs to sustain the public/private working partnership aspect.[155] Existing models, if any, need to be researched to see whether it would be possible for the State to have a Literacy Program which functions and is funded publicly and privately.[156] The Coordinator emphasizes that it would be premature to ask for legislation to accomplish this at this time, as particulars as to how the public/private program would be carried out have not been determined. She prefers that the GCL Program have until the 1993 legislative session in which to make a recommendation as to the future of the state literacy program.[157]

OCY and the GCL Program are cooperating to plan the future of the GCL Program. OCY recommends that the GCL Literacy Program remain in this office. As part of the planning for the permanency of the Program, OCY, GCL Program, and Council will be reviewing public-private partnership models.[158]

Separate Office of Literacy as Impractical

OCY and the Literacy Coordinator believe that it would be unrealistic to create a new Office of Literacy that is outside of OCY or any other existing state office. They note that the national trend is to pare down governors' offices. Further, the emerging view is that separation of functions does not necessarily create better teamwork and relationships.[159]

Consolidation of Functions as Undesirable

OCY's present feeling is that literacy programs and activities should not be moved into in the Office of Information or the Department of Education, as suggested by H.R. No. 329. Rather, OCY believes that literacy programs should remain housed where they are now, and existing programs should be enhanced. There are clear roles for state agencies--the Department of Education has its Adult Basic Education program, and the Community Colleges of the University of Hawaii support workplace literacy programs. Each department uses its particular skills, funding and expertise, and their efforts are integrated through the Governor's Council.[160]

The literacy coordinator is concerned that the Literacy Program may not be prioritized in a bigger state agency. In a large line agency, the literacy program would lack the ability to bring the private and public sectors together, and to coordinate as effectively among agencies. Most importantly, the literacy program would not have the creative possibilities it has now. The coordinator currently cannot envision a state department in which these concerns could be satisfied.[161] Shifting or consolidating responsibilities for existing literacy problems could create a strain, and would tamper with existing relationships. For example, OCY notes that its family and community literacy programs are functioning well, but are in their early growth stage. As such, they need a lot of support and technical assistance from OCY. Similarly, OCY believes that it would be very hard for it to take over programs being operated by other agencies such as the workplace literacy programs being run by the Community Colleges, because relationships between the players have already been established.[162] Nor is it desirable to combine training functions into a single state agency. There is more than one perspective on literacy training, and how it should be carried out. Different line agencies have developed their own clientele and ways of training others to reach them. The Regional Literacy Resource Center could possibly play a role in mobilizing and coordinating these resources.[163]

Participation of various state agencies in the literacy effort is needed because they have access to resources and federal funding that private literacy providers are unable to realize on their own. There is a real need to continue the public private partnership using the resources of both sectors, whether it is in obtaining funding, developing programs, or providing training or other expertise. OCY feels that the public private partnership has worked tremendously so far, and that it needs to continue for the next several years in order for more programs to develop.[164]

OCY notes that any type of program development involves an evolutionary process. In the case of the literacy program, this may come, for example, when enough people are trained to run the direct service programs--at this point, more library space may be needed, or certain activities in existing programs may need to be enhanced. Perhaps direct literacy services can be provided by private agencies--in fact, communities should design their programs and provide their identified resources. But the State should offer enhancement and support, for example by way of training, demonstration projects, and research.[165]

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CHAPTER 2

DEPARTMENT OF EDUCATION ADULT AND COMMUNITY EDUCATION

Introduction

Chapter 301 of the Hawaii Revised Statutes authorizes the Department of Education ("DOE") to establish and regulate a program of adult and community education of less than college level to be conducted whenever feasible, in public school buildings, and to use public schools under conditions determined by the Department, when such equipment is needed.[1] The scope of education programs includes Adult Literacy Education described as:[2]

> A basic program in reading and writing English and arithmetic for persons who need to develop or improve their mastery of basic skills in these areas for purposes of enhancing their personal, social, or employment lives.

The Department views adult literacy education as a program in reading and writing English and arithmetic for persons who need to develop their mastery of basic literacy skills to enhance their personal, social and/or employment lives.[3]

The Department's research indicates that parents who have a positive impact on their child's learning, self-esteem, and school effectiveness are those who express affection and interest in their child's social and academic growth, encourage leisure reading, monitor television viewing and peer activities, have high expectations, and supportive attitudes toward their child's teachers and school, are involved in helping children in addition to their own, and have high self-esteem themselves.[4] Therefore, the list of literacy programs and approaches inventoried by the DOE Adult and Community Education Program is varied and strategically diverse, and often involves not only teachers and students, but parents and the community as well. They include:[5]

Adult Basic Education Program
Adult General Education Program
DOE Diploma Program
General Education Development (GED) Program
Competency Based Diploma Program
English as a Second Language (English Literacy for Adults of Limited English Proficiency)
Tutorial Assistance
Learning Centers
Family Literacy
Vista Literacy Project
Governor's Council for Literacy

Workplace Literacy
Eligible Legalized Aliens Amnesty Program
Early Childhood Student/Parent Literacy
At-Risk Student/Parent Literacy Program
Parent/Teacher Child Literacy Program ("PCNC")
Incarcerated/Institutionalized Programs
Education for Homeless Adults

Programs are offered tuition free, largely through DOE's eleven community schools for adults and often in collaboration with other community resources.[6] Literacy activities are directed by the eleven community school principals and are enhanced by the Department's eighteen part-time Literacy Coordinators statewide with their networks of trained adult volunteer tutors.[7] Literacy Coordinators coordinate literacy programs within their communities, and provide opportunities for adults to achieve personal and professional goals.[8]

Community Schools

Background

The community schools for adults ("community schools") are major vehicles through which DOE is able to conduct its adult literacy programs. The community schools, along with the adult and community education program, have developed over the years as a primary means of serving the educational needs of out-of-school youths and adults in the various communities throughout the State.[9] The community schools were established in 1946 to provide life-long learning opportunities for adults of less than college level. There are currently eleven community schools, plus approximately 313 satellite centers in churches and public and private community facilities. Between Summer 1990 and Spring 1991, there were over 116,000 enrollments in 6,219 classes conducted through the community schools.[10]

Community School Service Areas

Almost every adult is within a one-hour drive of one of the eleven community schools or less than thirty minutes from one of the more than three hundred satellite centers, or both.[11] The eleven community schools are dispersed throughout the major communities in the State within the seven departmental school districts, as follows:[12]

District	Community School for Adults
Honolulu	Farrington Community School for Adults Kaimuki Community School for Adults McKinley Community School for Adults

Central Oahu	Moanalua/Aiea Community School for Adults Wahiawa Community School for Adults
Leeward Oahu	Waipahu Community School for Adults
Windward Oahu	Windward School for Adults
Hawaii	Hilo Community School for Adults Kona Community School for Adults
Maui	Maui Community School for Adults
Kauai	Kauai Community School for Adults

Administration

The administrative organization of the community schools is similar to that of regular public elementary or secondary schools. The community schools fall under the jurisdiction of each of the seven District Superintendents. Each principal is directly responsible to a district superintendent.[13] The principal has immediate responsibility for the total operation, administration and management of a community school, and also directs a professional staff in carrying out the curriculum development and instructional programs of the school.[14]

DOE Training

The Community Education Section staff meets monthly with all community school principals to develop support systems for training, program and project management needs. This support system helps to maintain the quality of programs, provide training, and develop new and innovative approaches.[15] Each community school also has at least one Literacy Coordinator who receives monthly training provided by the Community Education Section, as described under the "Tutorial Assistance" section, below.[16]

Facilities

Each community school has administrative office space, but no permanent classrooms except McKinley Community School for Adults which has two portable classrooms dedicated for adult classes. By statute, all DOE classrooms should be made available to the community education program. Since the community schools are part of the DOE, there is no cost for the use of school classrooms. This is a major factor in lowering the cost of instructional delivery.[17]

Instruction

All instructional personnel in the community education program are designated as Part-Time Temporary Teachers ("PTTs").[18] This includes tutors, classroom instructors and Literacy Coordinators.[19] PTTs are defined as employees who are hired to perform instructional or related services on an hourly rate of pay, with a maximum of seventeen hours per week. This designation allows hiring of certificated teachers, teachers with a non-education degree, as well as individuals with a high school diploma who have special talents or training, which results in flexibility in the hiring of qualified teachers, a greatly increased potential pool of instructors, and the ability to hire people who meet unique community or individual needs. This also enables the hiring of teachers who are teaching in the regular school program and who have the experience and expertise in the teaching field.[20]

Curriculum

The type of program offered by each community school is decided by its principal, who often takes into consideration results of community survey activities.[21] The community school may offer a variety of classes of less than college level, ranging from naturalization, adult basic education, high school credit, general interest and cultural, vocational, homemaking and family life.[22]

Enrollment

A summary of enrollment in community school classes for Summer 1990 through Spring 1991 appears in Exhibit 1 (hereinafter referred to as the "1991 Community School Enrollment Summary"). Columns labeled "(1)" indicate the total number of class sections offered within a specific category. Columns labeled "(2)" indicate the total number of students who enrolled in a particular class category. This exhibit provides figures on enrollments, rather than numbers of different individuals served by the community schools.[23] One individual can enroll in many different classes.

Coordination of Literacy Activities

The literacy activities of the eleven community schools statewide are coordinated by the State Educational Specialist. A part-time DOE State Literacy Coordinator assists the specialists in providing technical and other literacy related assistance to the community schools, including training, monitoring and meeting with Literacy Coordinators. The Educational Specialist II in the Community Education Section is the supervisor of the State Literacy Coordinator.[24]

Exhibit 1

Summary of Classes & Enrollment in Community Schools for Adults

HAWAII STATE DEPARTMENT OF EDUCATION, ADULT & EARLY CHILDHOOD SECTION
SUMMARY OF CLASSES & ENROLLMENT IN COMMUNITY SCHOOLS FOR ADULTS
REPORTING PERIOD: JUNE 16, 1990 - JUNE 15, 1991

X ANNUAL SUMMARY
___ SEMESTER SUMMARY
___ SUMMER ___ FALL ___ SPRING

	I		II		III		IV		V		VI		VII		VIII		IX		X	
COMMUNITY SCHOOLS AND BRANCH CENTERS BY DISTRICTS	STATE SUBSIDY		FEDERAL AND STATE SUBSIDY		STATE SUBSIDY		TUITION CLASSES		TUITION & MILITARY SUBSIDY		TUITION CLASSES		FEDERAL AND STATE SUBSIDY		EOA SUBSIDY		MISCELL.		GRAND TOTAL	
	Naturalization		Adult Basic Educ. 1-8		High School Credit Non-Fee		High School Credit, Fee		High School Credit		General Interest Cultural		Vocational Homemaking Family Life		Senior Citizens		Voluntary Instruction No Cost			
STATE TOTAL	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)
HONOLULU DISTRICT																			0	0
TOTAL: 115	64	872	1162	22715	733	10439	0	0	0	0	190	2635	3	20	264	4619	15	396	2431	41696
																			0	0
CENTRAL OAHU DISTRICT																			0	0
TOTAL: 55	9	86	498	8813	255	3173	0	0	0	0	199	2447	233	7978	70	1117	26	637	1290	24251
																			0	0
LEEWARD OAHU DISTRICT																			0	0
TOTAL: 23	2	16	170	1932	251	4026	0	0	0	0	33	368	25	214	46	853	19	233	546	7642
																			0	0
WINDWARD OAHU DISTRICT																			0	0
TOTAL: 33	5	55	125	1397	136	1979	0	0	0	0	80	1011	0	0	40	669	10	160	396	5271
																			0	0
HAWAII DISTRICT																			0	0
TOTAL: 45	2	9	94	1005	233	2776	0	0	0	0	137	2003	89	774	43	619	89	1386	687	8572
																			0	0
MAUI DISTRICT																			0	0
TOTAL: 7	15	146	48	677	341	17877	0	0	0	0	49	758	53	1090	181	3839	3	65	690	24452
																			0	0
KAUAI DISTRICT																			0	0
TOTAL: 35	5	50	28	276	22	222	0	0	0	0	90	1590	7	125	27	2327	0	0	179	4590
																			0	0
																			0	0
																			0	0
																			0	0
STATE TOTAL: 313	102	1234	2125	36815	1971	40492	0	0	0	0	778	10812	410	10201	671	14043	162	2877	6219	116474

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Programs and Approaches

Adult Basic Education Program

The Adult Basic Education Program ("ABE") is one of the major programs within the Adult Community Education Program.[25] The ABE Program serves educationally disadvantaged adults in instructional programs from pre-literacy to pre-high school basic skills instruction.[26] It is administered primarily through the eleven community schools and satellites throughout the State, at which students attend ABE classes.[27] The program also engages public and private sector agencies, organizations and institutions through contracts or cooperative arrangements to expand services to the target adults.[28]

The ABE Program specifically aims to serve the following types of clients:[29]

(1) Educationally disadvantaged adults needing basic skills and literacy instruction;

(2) Homeless adults;

(3) Institutionalized adults, including the incarcerated adults;

(4) Disabled adults;

(5) Special target-migrant workers, military, displaced workers;

(6) Immigrants not proficient in English;

(7) Adults in the urban areas;

(8) Adults in the rural areas;

(9) Alien residents seeking U.S. citizenship; and

(10) Welfare recipients in the Job Opportunities and Basic Skills ("JOBS") program.

First priority in the ABE Program is given to English language communication skills.[30] Teachers are encouraged to assess and tailor instruction to student needs and progress, because of the wide differences among adult education students in motivation, age, level of education, knowledge, experience and goals.[31]

The main components of the ABE Program are the basic skills development, naturalization, and adult literacy education.[32] Figures for enrollments in ABE Naturalization classes appear in Column I of Exhibit 1, the 1991 Community School Enrollment Summary. Basic skills development figures appear in Column II.

1. Basic Skills Development

The ABE basic skills development program provides instruction in listening, speaking, reading, writing and computing skills at the first to eighth grade levels. The primary emphasis is on helping the student develop a practical working vocabulary,[33] since in the lower grades, the student's greatest need is to understand and speak enough English to be able to use the language in practical day-to-day activities.[34] Arithmetic, science, current events, among other subjects, are used as content material for oral language development.[35] All services are provided by credentialed, part-time teachers in 40- to 60-hour classes each semester. More than 60 per cent of the students are recent immigrants enrolled in English as second language classes. The approach is eclectic because of the variety of individual needs of diverse groupings of adults. The instructional mode that best suits the adult learner is considered.[36]

The Level I ABE courses (grades 1 to 4) are foundational courses in listening, speaking, reading and writing English and arithmetic for persons with no schooling or only primary grade training/experiences.[37] The Level II ABE courses (grades 5 to 8) constitute a program of intermediate level education for persons who have completed four to eight years of schooling.[38]

2. Naturalization Training

Federal law requires that candidates for United States citizenship take and pass an oral examination given by the United States Immigration and Naturalization Service, demonstrating that the candidate has achieved a satisfactory basic knowledge of U.S. history, U.S. government and the U.S. Constitution.[39]

A 40- to 60-hour "Citizenship Training" course is available to all those who have filed applications for United States citizenship, and to those who desire to enroll in such a course with the community schools for adults.[40] Community school classes in "Citizenship Training" provide instruction in citizenship, history and government, and are specifically intended to help candidates prepare for the oral examination.[41] Accordingly, program emphasis is on oral instruction in the English language. DOE recommends that candidates for citizenship have the ability to read, write and speak English at least at a third or fourth grade level.[42] State general funds as well as federal Adult Basic Education Grant funds are used to provide naturalization and language instruction.[43]

3. Adult Literacy Education

Adult Literacy Education is a program which provides individual tutorial services for native non-readers by a cadre of well-trained volunteer tutors. Literacy Coordinators who provide the training and support services for volunteers are inserviced periodically. Many "literacy volunteers" are available throughout the State to help non-readers.[44] The work of the Literacy Coordinators and tutors is described in more detail below under the section entitled "Tutorial Assistance".

4. Federally Supported Program

The ABE Program receives funding from the United States Department of Education's State-Administered Adult Education Basic Grant Program, under the provisions of the Adult Education Act (P.L. 100-297).[45] As a requirement of participating in this grant program, the "Hawaii State Plan for Adult Basic Education, Fiscal Years 1990-1993" (hereinafter the "ABE Plan") was prepared.[46] The focus of the ABE Plan is on programs for "educationally disadvantaged adults," defined by the Act as adults who demonstrate basic skills at or below the fifth grade level, or have been placed at the lowest or beginning of an adult education program.[47] Overlapping with the focus of the Adult Basic Education Program in general, the ABE Plan directs special attention to programs for the functionally illiterate, the homeless, the institutionalized, the handicapped, and other disadvantaged adults.[48]

Selected excerpts from the ABE Plan are attached as Appendix C including: "List of Cooperating Agencies, Organizations and Institutions and Nature of Involvement", which shows public and private sector involvement in the ABE Plan development and implementation; the "Needs Assessment", which summarizes general statewide statistics on adults using ABE Program services; "Goal Accomplishments" in meeting ABE Plan goals for the prior three-year plan (1986-88); and "Goal Activities and Resources" for the current ABE Plan.

Competency Based Diploma Program

The Competency Based Diploma Program is one of three ways in which an individual may obtain a high school diploma. In the "CB" program, students receive credit for units of study of proficiency skills, rather than purely academic subjects. Examples of life skills which may be studied in the CB program include health, drugs, getting a job, government and law, community resources, and the state economy. CB classes are conducted at the community schools and satellites.

Enrollment figures in the CB program are included in the "High School Credit Non-Fee" figures of the 1990-1991 Community School Enrollment Summary.[49]

English as a Second Language

There are two components to the English as a Second Language ("ESL") program. The first consists of ESL classes conducted as part of the ABE curriculum. The second consists of special projects funded by a federal English Literacy grant program.[50]

The ESL program provides opportunities for non-English speaking persons to gain adequate proficiency in oral English as quickly as possible according to their individual needs.

ESL programs are marked by wide variability in ability and achievement of the participants. Some may have had high school or even college training in their native land while others may have had little formal education. There may be other students who can read but not write or speak English.[51]

Course content emphasizes aural-oral presentations which consider such variables as the abilities to read and write but not to speak English; to understand spoken English but not to speak, read and write; and to speak but not read and write English.[52] Essential competencies in societal functioning are stressed.[53] The ESL program strives to develop proficiency in the student's ability to read the newspaper, telephone book, household product instructions and other printed materials used in daily life; complete commonly used forms, such as personal checks, and job applications; write simple directions and personal correspondence; give simple oral directions and express personal opinions; use computational skills in daily life; read and use simple measuring devices; interpret traffic signs and other directions; distinguish fact from opinion in the media; use the library as a resource; and observe personal habits which contribute to good family nutrition, good health and personal hygiene. The student is also to identify the training, skill and background requirements of at least one occupation of interest, and will build awareness of community cultural and ethnic practices in societal functioning.[54]

Funds received by DOE under the ABE Plan for the English Literacy competitive grant were used to fund selective English proficiency programs. At least fifty percent of the grant (after deducting an administrative, technical and training allowance of no more than five per cent) was awarded to programs operated by community-based organizations with a demonstrated ability to administer English proficiency programs.[55] Recipients of English Literacy funds have included Catholic Charities, Inc., Kalihi-Palama Immigration Services, and the community schools.[56] The English Literacy grant funds end on June 30, 1992.[57]

Enrollment figures for the ABE ESL courses are included in the "Adult Basic Education" figures of the 1990-1991 Community School Enrollment Summary".[58]

Tutorial Assistance

In fiscal year 1987-88, ten Literacy Coordinators trained 520 volunteer literacy tutors who served 830 students statewide.[59] Presently, there are eighteen part-time teachers who act as DOE Literacy Coordinators, with at least one at each community school.[60] Their task is to reach out into their respective communities to provide awareness of available services, to attract adults who need help in acquiring literacy skills, to recruit and train volunteer literacy tutors, and to match adult learners with tutors. Tutoring takes place wherever the student and tutor can meet--at school, a library, or at home, for example.

The Coordinators are funded and hired by the community schools and report to the community school principal.[61] At the principal's request, the Coordinators may receive initial training from the Office of Instructional Services, Community Education Section. The Section also provides the Coordinators with inservice or on-the-job training for a full day each month at the Section office.[62] At these monthly workshops, the coordinators are updated, given directions for the new school year, records are reviewed, they receive feedback and suggestions, discuss problems, and are given additional instruction on training their volunteer tutors.[63]

Literacy Coordinators are supported in recruiting new literacy students and volunteer tutors by information given out by the Literacy HOTLINE, announcements as to the availability of tutorial services appearing in semester course brochures distributed by the community schools, by VISTA volunteers who perform outreach activities at the community schools, and through word-of-mouth of friends and relatives.[64]

Since June 1991, three Literacy Coordinators were hired for 24 hours each by the Community Education Section to review existing literacy programs, in connection with the Section's preparation of a Literacy Coordinator's training guide. The guide is intended to facilitate the training of new Literacy Coordinators, as well as the Coordinators' training of literacy tutors. The guide will be part of a comprehensive Adult Basic Education manual which is scheduled to be printed in 1992.[65]

As a result of the Literacy Coordinators program, many volunteer literacy tutors are available throughout the State to help non-readers.[66] Tutorial assistance figures available from the community schools showed average monthly activity as follows, for the period between June and August 1991: 276 active, and 383 inactive tutors; and 342 active, and 37 inactive students.[67] (For additional figures, see quarterly reports of the Community Schools Literacy Program for the quarters between December 1990 and August 1991, which are attached as Appendix D.) Despite the number of inactive tutors, Literacy Coordinators are encouraged to keep training new volunteers under the assumption that inactive tutors may be performing their tutoring activities elsewhere in the community.[68] For the year 1991, January-December, 557 trained volunteer tutors were available to service 721 students statewide. Of this number 303 new tutors were trained by ten Literacy Coordinators during the year.

Learning Centers

Some community schools have a Learning Center, which is an area which offers enhanced and supplementary learning opportunities suited to the needs of the particular community. The Learning Center also houses the community school's Literacy Coordinator, and sometimes a GED Coordinator.[69] Centers vary in sophistication, from those lacking facilities, to those with updated computer equipment.[70]

The first Learning Center funded by a federal grant for innovative programs was established at Farrington Community School. Because of the needs of the surrounding community, the focus of this Learning Center is upon literacy. The center features computers equipped with the nationally known WASATCH Program software, a tutorial program which supplements instruction in the Center.[71]

Enrollment figures generated by the Learning Centers are included in the 1990-1991 Community School Enrollment Summary, according to the course work, if any, in which each Learning Center participant enrolls.[72]

Family Literacy

Family Literacy is a term used to describe an approach to literacy which recognizes the need for families to be involved as a whole in order to break intergenerational cycle of illiteracy.[73]

Often, family literacy programs develop from parent education needs which are recognized by a Parent Community Networking Center (PCNC) adult facilitator. The facilitator and the school principal may make requests that a family literacy program be started, and that DOE through the community school implement a program needed by community parents, such as tutoring, ABE classes, GED preparation, or a Competency Based Diploma program.[74] The facilitator will often recruit adults and parents to enroll in the new program. The Community Education Section provides upon request technical assistance and support for the new program, such as training, problem solving, and funding.[75] Frequently, a family literacy program will develop after parents receive initial support on their education queries from the community school.[76]

Through funding provided by the Adult Basic Education Program, the Community Education Section has established a state Family Literacy Coordinator who interacts with principals and Literacy Coordinators at each community school to obtain information on Family Literacy Programs in the various communities. Data being collected includes Family Literacy program components, curriculum, numbers of students, teachers and tutors, partnerships, and high school graduates. The information will be used by DOE to plan model curricula to support the development of new Family Literacy programs, and to support existing programs.[77]

DOE Family Literacy programs exist at Kapunahala Elementary School and the Waimanalo Literacy Project in Windward Oahu, the Mountain View Family Literacy Program in Hilo, and Nanaikapono Elementary School in Leeward Oahu. Among others are legislatively funded programs of the Office of Children and Youth at Waialua Community School, Makaha Elementary School, and Lihikai School of Maui.[78] Nanaikapono has two family literacy projects. One received funding from a Barbara Bush grant, for which the Community Education Section provided training. The other is supported by the Waipahu Community School, which pays for literacy teachers to provide learning for parents with children in grades K-6.[79]

Enrollment figures generated by family literacy programs are included in the 1990-1991 Community School Enrollment Summary, according to the course work, if any, in which each participant enrolls. Typically, enrollments are in ABE or high school credit classes.[80]

Workplace Literacy

Workplace Literacy is a term used to describe a variety of programs that are designed to improve the productivity of employees through improving literacy skills needed in the workplace.[81] These programs may be funded through the community schools which work in collaboration with individual businesses to develop and provide a literacy program tailored to the needs of the business. Instruction takes place at the worksite.

Federally funded workplace literacy grants are available through DOE. Grants may support the workplace in providing adult literacy, basic skills, and adult secondary education services and activities which may lead to the completion of a high school diploma or its equivalent; upgrading or updating basic skills of adult workers in accordance with changes in workplace requirements, technology, products or processes; improving the competency of adult workers in speaking, listening, reasoning and problem solving; and providing education, counseling, transportation and non-working hours child care services to adult workers while they participate in a federally funded workplace literacy program.[82]

Federal requirements for workplace literacy grants specify that grant applications must be jointly submitted as a "partnership" between a business, industry or labor organization, or a private industry council; and an educational agency, institution of higher education or school.[83] Applications are reviewed for the development of a partnership with business, assessment of the educational needs of employees, on-site literacy activities, and for the development of basic skills programs which would be provided, among other criteria.[84] The Community Education Section makes itself available to provide technical assistance to all businesses which request support in creating workplace literacy programs.[85]

Keauhou Beach Hotel in Kona in collaboration with Kona Community School for Adults received an English Literacy Grant funded by the federal Adult Education-State Administered Basic Grant Program to enhance an existing literacy program. The hotel had found that many of its workers lacked skills necessary to function effectively at the workplace. The hotel worked with Kona Community School so that employees needing assistance could advance their education by attending Adult Basic Skills classes. With the assistance of the community school, the hotel again was awarded an English Literacy Grant to support its workplace literacy program. The hotel used the $7,684 award for the period January 24, 1991 to July 31, 1991, to hire a part-time on-site teacher, and a part-time English literacy consultant. The hotel contributed indirect costs totaling $18,250, which covered items such as use of a room, refreshments, and employee worktime. Hotel management selected employees for the program whom they felt needed literacy assistance, with a target group of 60 students. The curriculum included reading, writing, computation, and other basic skills necessary to function effectively in the workplace. Emphasis was placed on integrating work materials into lessons. The hotel together with Kona Community School for Adults are preparing a report on the results of the project, but preliminary indications are that the program was quite effective in increasing worker productivity.[86]

Another example of a public/private workplace literacy program involves servicing migrant workers. The Maui Economic Opportunity Office, which contracted to bring migrant workers to Maui to work as farm labor, contacted Maui Community School to provide basic education services to the workers. Initially, the community school provided these services with its own funds. Later, it applied for and received a $20,000 English Literacy Grant to support the program, and with the funding it was able to move the classes to the job site.[87] Classroom space was provided by the employer, Wailuku Agribusiness, and instruction was given there after work hours. The curriculum emphasized basic skills such as reading, writing and computation, as well as citizenship training. The program ran from January through July 1991. About 60 employees enrolled, but only about half completed the program, in part because participants relocated.[88] An evaluation of the program is being prepared.[89]

DOE also provided approximately $20,000 to the Kalihi-Palama Immigrant Center through a competitive grant for the period July 1990 through June 1991, which enabled the Center to conduct a literacy program targeting immigrant farmers in Kahuku. About fifteen workers started the program, twelve of whom completed it. Attrition was attributed in part to a flood in Kahuku, and participants' work schedules.[90]

Enrollment figures generated by workplace literacy programs are included in the 1990-1991 Community School Enrollment Summary, according to the course work, if any, in which each participant enrolls. Typically, enrollments are in ABE or High School Credit classes.[91]

State Legalization Impact Assistance Grant (SLIAG)

The Eligible Legalized Aliens Amnesty Program ("Amnesty Program") is a special project that is funded by the United States Department of Health and Human Services' State Legalization Impact Assistance Grant ("SLIAG") Program, for the purpose of assisting legalized aliens in meeting requirements for permanent residency. In Hawaii, SLIAG funds are received by the Department of Labor and Industrial Relations, which in turn provides funds which enable DOE to administer the Amnesty Program. DOE contracts public and private agencies to operate the Amnesty Program in accordance with federal guidelines. In Fiscal Year 1991, the Amnesty Program was operated by Catholic Charities, Inc., and the Kalihi-Palama Immigrant Center, which together provided the program to about 280 aliens. Such agencies are paid on a reimbursement basis. The coursework is similar to the previously described ABE "Citizenship Training" course, and it helps to prepare legalized aliens for permanent resident application and citizenship test requirements.[92]

Enrollment figures generated by the state Legalization Impact Assistance Grant are included in the 1990-1991 Community School Enrollment Summary, according to the course work, if any, in which each participant enrolls. Typically, enrollments are in ABE classes.[93]

Early Childhood Student/Parent Literacy

The Early Childhood Student/Parent Literacy approach is currently being implemented through DOE's "Families for R.E.A.L." (Resources and Early Access to Learning) program.

The Families for R.E.A.L. program offers a support network of community resources for parents and their young children. At the core of the program are the ninety-minute classes for parents and their infants, toddlers or preschoolers, which are held twice a week for about six weeks. The free classes are scheduled throughout the public school year, and are staffed by early childhood and parent education professionals. During each session, parents have time to enjoy their children in shared activities and playful learning experiences. They also have sessions with other parents to learn about raising children more effectively, and to give them an opportunity to discuss concerns and ideas with other parents.[94] Additionally, participants have access to a lending library, speakers on child and family development, and special intersession classes including a traveling preschool and a marriage enrichment course.[95]

Currently, the Families for R.E.A.L. program is offered only at Pearl City Highlands Elementary, Kapunahala Elementary and Wailuku Elementary Schools.[96] DOE views Families for R.E.A.L. as a literacy program in that it supports parents in helping their children read at a young age.[97]

At-Risk Student/Parent Literacy Program

The At-Risk Student/Parent Literacy Program exists to meet the needs of students in kindergarten through twelfth grade who are "at-risk", by understanding their problems and helping them return to the mainstream.[98] Students are considered to be "at-risk" if they exhibit an inability to get along with peers and adults, have had disciplinary referrals, show poor academic performance, and drop out of school.[99]

The approach taken varies from school to school. The program may involve workshops to support parents in helping their at-risk children become more successful in school, primarily through increased literacy. In some cases, it may call for one-to-one counseling between a professional and the at-risk student.[100]

Most often, the programs have involved networking with and connecting various community agencies. For example, Ilima Intermediate School worked with establishing the Boys and Girls Club in the community of Ewa Beach. The Boys and Girls Club obtained $90,000 in funding from the Office of Children and Youth, arranged for classroom space, and had police officers hold tutoring sessions on Saturdays for truant students. Several other schools, including King Intermediate and Dole Intermediate schools, are following a similar course of action.[101] As with many other programs, the program at Ilima Intermediate started with the Parent Community Networking Center (PCNC). Each center has a parent facilitator who is responsible for assessing the needs of the school/community, planning activities, recruiting participants, coordinating programs and resources, and facilitating and strengthening support networks.[102] The Ilima PCNC facilitator was able to help start up the program.[103]

Other at-risk student/parent literacy programs have included one sponsored by the Campbell Estate in which teachers and at-risk students were sent to Winners Camp for confidence building; and another in which the YWCA is providing Outreach Counselors.[104] The "Families for R.E.A.L." program, described above, is another example of an At-Risk Student/Parent Literacy Program.[105]

Parent/Teacher Child Literacy Program ("PCNC")

The initial step in the Parent/Teacher Child Literacy Program process is the Parent-Community Networking Centers, also referred to as "PCNCs". PCNCs are for students, parents, teachers and school staff, and community residents. They are presently located in 155 in public schools throughout the seven departmental school districts.[106]

PCNCs are support systems for families and children. They assess and work to fill the needs of parents, day schools, and the community in many different ways, including the teaching of basic education skills to parents. This will in turn enable the parents to help their own children.[107] Literacy is among the top priorities of this program.[108] PCNCs strive to develop a sense of community in and among the home, the classroom, the school and neighborhood,[109] and strive to network and link their services with other community agencies.[110]

Since 1985, 155 PCNCs have been established at elementary, intermediate, and high school sites.[111] Achievements include the establishment of a variety of programs at the school site such as tutoring programs, food and clothing centers, volunteer development, dialogue sessions, issue forums, homework centers, referrals to service providers, and workshops on such subjects as esteem building, drug problems, family support programs, parenting, college/work opportunities, and communication skills.[112]

Often, after the PCNC creates an initial network of support for its participants, more specialized and structured programs and services are developed for the PCNC network by the State. Examples of typical outgrowths from a PCNC include the Families for R.E.A.L. program, and a family literacy program designed to develop literacy skills of children, young people, and their parents.[113]

Activities at Kapunahala Elementary School illustrate the typical development of a PCNC. In or about 1989, about half of the faculty favorably replied to the principal's inquiry as to their interest in providing mini-PCNCs within the classrooms. Volunteer room-parent facilitators were recruited who began working with the teachers performing the same functions of the school facilitator within the classroom. In the process of setting up programs such as reef-walks, a support network for teachers and parents evolved. The following year, reading comprehension was prioritized. More room-parent facilitators were recruited to work with the teachers. Teachers received on-the-job literacy training, and parents received tutor training. Activities such as "I Love Reading Day" were initiated, parents were invited to read to their children, and trained volunteer readers were invited to read to both children and parents in the classroom.[114]

The PCNCs are broadly supported. According to DOE principals, with the implementation of PCNCs, school climates have improved, teachers and parents have exhibited positive attitudinal changes, the number of parents involved in education has increased, and the number of community resources used for students, families, teachers and school has increased as well.[115]

Enrollment figures generated by PCNCs are included in the 1990-1991 Community School Enrollment Summary, to the extent that the PCNC resulted in community school course work. Enrollments might typically be expected in ABE or General Interest Cultural classes.[116]

Incarcerated/Institutionalized Programs

During fiscal year 1988-89, an average of 1,692 adults were institutionalized in Hawaii correctional facilities at a given time.[117] An informal survey conducted in 1986 in a special module project indicated that 31% of the residents in the modules were in need of literacy services.[118]

Each Spring, the Department of Public Safety ("PSD") submits to DOE a request for classes for all facilities statewide, for the new fiscal year. PSD specifies the subjects and number of hours requested. After DOE's Community Education Section schedules the classes and calculates the cost, it advises principals of community schools who have the responsibility of finding teachers to fulfill the program. Currently, Waipahu Community School works with the Waiawa facility; Moanalua-Aiea Community School works with the Halawa facility; Farrington Community School works with the Oahu Community Correctional Center; Maui Community School covers requests for institutionalized programs on Maui; Kauai Community School does the same for Kauai; and Hilo Community School handles Hilo Correction Facility as well as Kulani Correction Facility. Fees for teacher services are paid by PSD to DOE.[119]

In 1988, about 1,148 persons were institutionalized in the 14 facilities supported by the Department of Health.[120] Services to the infirm and educable are provided by the Department of Health's education component and by the DOE's community schools.[121] At the Helemano Plantation site, DOE conducts ABE classes through the Wahiawa Community School for the Opportunities for Retarded, Inc. clients' program. Instruction is supplemented by specialized interactive vocalized computers and software called a "Vox Box". DOE also conducts a program to upgrade the literacy skills of the Plantation's employees as well.[122]

Funding for basic education for institutionalized adults is available from the ABE federal grant allocation made to DOE, ten percent of which is authorized for institutionalized adults.[123] The criteria for selecting proposals for funding include programs which will expand the delivery of adult basic education services, and increase the numbers of target students served and agencies, organizations or institutions involved; and those which will improve the quality of the ABE Program.[124] Applicants eligible to submit proposals under the ABE Program include both public, state and local educational agencies, as well as public and private, profit and non-profit agencies and organizations.[125] The Department of Public Safety received funding under the program for fiscal years 1989-1990, and 1990-1991, which enabled PSD to expand its Adult Education Program in five corrections facilities. During Fiscal Year 1989-1990, funding under the program was also awarded to Hilo Community School, for a program for disabled adults; and to Waipahu Community School, which enabled the school to provide educational programs for adults institutionalized at Waimano Training School and Hospital.[126]

Enrollment figures generated by incarcerated/institutionalized programs are included in the 1990-1991 Community School Enrollment Summary, according to the course work in which each participant enrolls. Typically, enrollments are in ABE, High School Credit, or General Interest Cultural classes.[127]

Special Experimental Demonstration Projects and Teacher Training Projects

Adult Basic Education Plan

Efforts to improve and expand the ABE Program are supported by special experimental demonstration projects and teacher training projects, funded under Section 353 of the Adult Education Act (P.L. 100-299, as amended).[128] At least ten percent of the total ABE federal allocation is authorized for such projects, which may be in the areas of applied research/survey, teacher training/staff development, or pilot projects serving a special target group.[129] Applicants may be public, state or local educational agencies, as well as public and private, profit and non-profit agencies and organizations.[130]

Special projects funded by the ABE federal allocation must be directed toward one or more of specified state priorities, which include reducing illiteracy in the State; strengthening the outreach capacity of the program and its personnel to better reach the least educated and those most in need of special assistance; expanding collaboration among public and private community agencies, organizations and institutions to provide a more comprehensive educational delivery system for adults who are least educated and most in need of special assistance; improving the quality of the curricula and instructional strategies of the ABE Program; or expanding/improving training of teachers engaged in or preparing to engage in adult or community education.[131] Examples of such special projects include:[132]

Project Ola Hou, a reading program for adults in Waimanalo;

Maui Hui Malama, Inc., "Book Links: A Reading Program for You and Your Child";

Mountain View Elementary School Family Literacy Program; and

Kalihi-Palama Immigration Service Center, Inc., Reading Program for Immigrants.

Literacy Training for Homeless Adults

With a $75,000 grant which it received for the Adult Education for the Homeless Program under Section 702 of the Stewart B. McKinney Homeless Assistance Act (P.L. 100-77), DOE contracted the Honolulu Community Action Program to implement a literacy program for adults without permanent homes. In this special project, forty-five such adults were provided with full service, including classroom instruction in math, English and social studies. They also received non-educational support to facilitate their studies, such as bus passes, counseling, and follow-up attention. The program was deemed to be very successful. Thirty-nine persons completed the program. Improved basic skills literacy was observed, and one of the students continued on with studies in practical nursing.[133]

DOE and the Governor's Council for Literacy Program, Office of Children and Youth submitted a joint grant proposal to the U.S. Department of Education for homeless education activities in this State. The proposal, which seeks $500,000, would be used for instructional services and materials, to establish centers throughout the State to provide adult basic education and adult education programs to homeless individuals. Six sites are contemplated, in urban Honolulu, Windward and Leeward Oahu, and on Maui, Kauai and Hawaii, and thirty to sixty persons would be serviced at each site. The program would coordinate with an existing homeless center and provide educational services within it. If the grant is awarded, the program would be jointly administered by DOE, the Office of Children and Youth, and Homeless Aloha. As of this study, a decision on the grant be received shortly.[134]

Other Activities

Training and Assessment

There are a number of other training and support activities provided by DOE's Community Education Section, to support literacy related activities in the community. Some of them are described below.

Between July 1990 and January 1991, under the leadership of the DOE Community Education Section Administrator, the Governor's Council for Literacy conducted monthly assessment and evaluation meetings to determine the effectiveness of various current literacy programs, and the literacy needs and priorities of the community. An average of 22 persons attended each of the monthly meetings, including Literacy Coordinators and private service providers. The preliminary recommendations of the Assessment and Evaluation committee are attached as Appendix E.

An educational specialist from the Community Education Section has chaired the Council's Inservice Committee during the past year.[135] Upon the conclusion of the Assessment and Evaluation Meetings, the Council desired a more in-depth look at the teaching of literacy to students. At the Council's request, the Community Education Section conducted monthly Literacy Program Training sessions, between February and May 1991.[136] These training sessions were open to the community, and were attended by an average of 26 persons each month. Participants included DOE literacy coordinators, private literacy providers, hotel representatives, school teachers, community school administrators and others.[137]

The Community Education Section provides training and technical assistance to the Hawaii State Adult and Community Education Advisory Council, upon request. The Council advises the Board of Education on adult and community education matters including literacy. Its membership includes school, union, lay body and other community representatives. DOE supports the Council's staggered terms by providing annual training and transition assistance, providing historical background information, and other clerical and support service.[138]

The Community Education Section also provides training and technical assistance to the Hawaii Adult Education Association, for the purpose of improving the quality of instruction.[139] This group, comprised of community school teachers and administrators, works closely with the Community Education Section to support and pursue community development through community education. Its annual Aha Kuka Kuka conferences provides the opportunity for community agencies to meet, discuss and share issues and concerns.[140]

Networking Activities with Other Literacy Providers

DOE maintains that funds are best used and waste is avoided, by its participation on various boards and committees, widespread representation in the ABE Plan reviews, cooperative projects, joint funding, and shared facilities, among others.[141] For example, the ABE Program coordinates with other reading programs designed to provide reading instruction for adults. The program maintains close relations with Hawaii Literacy, Inc., a private, non-profit literacy group; the Community College system; the Chapter 1 Program; the State Parent Involvement; the Public Library System; Hawaii Pacific College; Parent Community Networking Centers; Kalihi-Palama Immigrant Services Center, Inc.; Maui Hui Malama, Inc.; the Governor's Council for Literacy; the Office of Hawaiian Affairs; Alu Like, Inc.; and Kamehameha Schools Continuing Education.[142] Efforts will be expanded to include other programs, particularly other private schools.[143]

DOE also plans to participate in a consortium which includes for-profit organizations. This consortium is to include business, industry, volunteer literacy organizations, and other federal, state and local agencies which coordinate programs under the Carl D. Perkins

Educational Act, Job Training Partnership Act, the Rehabilitation Act of 1973, the Education of the Handicapped Act, the Immigration Reform and Control Act, the Higher Education Act of 1965 and the Domestic Volunteer Act.[144]

Another significant networking activity is the Literacy HOTLINE, which seeks to improve literacy outreach services in the community. The concept was conceived by the Governor's Council for Literacy and initially located in the Adult and Early Childhood Section (Community Education Section) of the DOE.[145] The HOTLINE is a toll-free statewide telephone number, now housed in the Office of Children and Youth.[146] Telephone referrals for literacy services, volunteer participation, and general information are sent to the participating agencies and community schools for appropriate follow-up.[147] In 1988, 1989 and 1990, the HOTLINE received 970, 751 and 1,060 calls, respectively. In 1991, the HOTLINE received 582 calls through October of that year.[148]

Since 1988, the HOTLINE has been serviced by a VISTA volunteer who reports to the Community Education Section. VISTA funding for this project ended in January 1992. Funding for continuation of the HOTLINE bill be handled by the Governor's Council for Literacy Program.[149] The HOLTINE is also discussed in chapter 1, under the subheading, "Governor's Council for Literacy HOTLINE".

VISTA Volunteers

DOE places a major emphasis upon the use of volunteers in its programs.[150] It reports extensive use of literacy tutors who are trained by the eighteen Literacy Coordinators. Volunteers are also used as counselors, local-level administration, and teachers aids, and to provide clerical support, child care, transportation, and outreach recruitment.[151]

VISTA Volunteers have also made significant contributions to DOE's literacy efforts. In 1988, DOE funded a VISTA literacy volunteer to assist in the coordination and dissemination of information through literacy initiatives of the Governor's Council for Literacy and DOE.[152] DOE paid the volunteers' monthly stipend, and certain transportation and telephone charges.[153] In 1989, the program was expanded to include three VISTA literacy volunteers, who worked under the supervision of the Community Education Section.[154] One volunteer provided coordination, dissemination and tracking/follow-up services for Literacy Hotline information. The VISTA volunteers were also trained to work in designated target areas to recruit volunteer tutors, with whom the VISTA volunteers coordinated placement of literacy students.[155] In 1989, the VISTA volunteers were funded by ACTION, although DOE continued to cover certain telephone and mileage expenses.[156]

The third and final year of VISTA Literacy Volunteer Project activities was completed on July 9, 1991.[157] This project has received a six-month extension, which will allow the two recently recruited VISTA volunteers to provide continuous service to the Literacy HOTLINE, as well as at the Windward School for Adults literacy program. At the Windward School, the

VISTA volunteer has performed follow-up and tracking of calls for literacy referrals, and will continue recruiting literacy tutors and students.[158]

Crossroads to the Year 2000: A Plan for Adult and Community Education in Hawaii

The Community Education Section's future plans for the Adult Basic Education Program are set forth in the 1988 publication, "Crossroads to the Year 2000: A Plan for Adult and Community Education in Hawaii". The major purpose of Crossroads is to provide planners and decision-makers a set of values, concepts, strategies and activities to help direct and synergize efforts toward the development of excellence in adult education programs and services.[159] Crossroads concludes that the Adult Education Program in Hawaii must be prepared to serve perhaps more than 100,000 adults in expanded areas of instruction and service. It identifies the following important trends, patterns and issues that the program must address:[160]

(1) Promotion and expansion of adult education as a major community service directed by statute to support life-long learning critical in a rapidly changing economic, social and political environment.

(2) Involvement of the community and students in the planning, development and the implementation of adult education programs and services to achieve a sense of ownership and partnership.

(3) Development and use of facilities which will house and support a conducive learning environment for the community.

(4) Establishment of a range of instructional services and programs all working together to attain success for the disabled reader from a highly specialized reading center, to highly trained professional tutors and teachers, to a corps of well trained and experienced volunteers.

(5) Establishment of a range of instructional services and programs in general interest and cultural and other programs to meet the needs of changing social and economic conditions and to adjust to the changing values and attitudes of individuals, the family, the workplace and the world.

(6) Integration of the principles of adult learning in all aspects of planning, implementation and evaluation of adult programs.

(7) Utilization of the computer and new technologies to enhance and streamline processes and procedures whether they are instructional or managerial.

(8) Establishment of standards of performance and quality, and provision of exemplary training and instructional programs for adult education teachers, administrators, students and community members.

(9) Broadening of the resource, financial and budgetary bases of adult education to meet the demands of an exemplary Adult Education Program in Hawaii.

To ensure that the Program responds to the broader issues above, the plan under Crossroads focuses on four general objectives designed to promote program growth in the desired directions:[161]

(1) Establish and conduct proactive planning and development systems for the adult education program and services;

(2) Develop and establish an exemplary Adult and Community Education Program in Hawaii;

(3) Restructure program delivery; and

(4) Secure resources to meet the needs of a growing adult population.

Timelined implementation activities for the achievement of these goals, as prescribed by Crossroads, appear on Exhibit 2.[162]

DOE'S Assessment as to the State of Literacy Efforts

The Department of Education believes that progress is being made to increase literacy in the State and that programs are reaching students who need literacy assistance.[163] DOE views itself as a provider and improver of literacy services throughout the State. In contrast, it views the Governor's Council for Literacy as a catalyst agency. Accordingly, as between the two agencies, the nature of the day-to-day work is distinct.[164]

DOE recommends that the first priority for funding for literacy programs in the State should be to provide and improve service at the "grass roots" and school levels, where the needs are. The structure to provide services is established now, and networks exist within the community schools and different programs. Thus, not much more funding is needed for administration and offices. Literacy awareness already exists in the State, thanks to previous efforts of a number of organizations, and so this is not a priority for funding.[165]

Exhibit 2

Timeline for Attainment of Major Objectives and Implementation Activities

MAJOR OBJECTIVES AND IMPLEMENTATION ACTIVITIES	1987-89	1989-91	1991-93	1993-95	1995-97	1997-99	2000
1. ESTABLISH AND CONDUCT PROACTIVE PLANNING AND DEV.	A	M	-----	-----	-----	-----	-----
a. Establish Systems and Systematic Approaches/Pro.	A	M	-----	-----	-----	-----	-----
b. Develop and Incorporate Educational Guideposts	A	M	-----	-----	-----	-----	-----
c. Apply Networking Process and Principles	A	M	-----	-----	-----	-----	-----
2. ESTABLISH AN EXEMPLARY ADULT EDUCATION PROGRAM	B		A	M	-----	-----	-----
a. Outreach to and Identify Adults with Lit. Needs	B	A	M	-----	-----	-----	-----
b. Establish a Pre-Reading Course for Adults	A	M	-----	-----	-----	-----	-----
c. Establish Special Diagnostic Teams and Services	B		A	M	-----	-----	-----
d. Establish a Program Which Enhances Personal Dev.	A	M	-----	-----	-----	-----	-----
e. Establish a Community Education Based Program	B		A	M	-----	-----	-----
f. Establish a Coordinated Tutorial Program	B	A	M	-----	-----	-----	-----
g. Establish a Clearinghouse for Adult Learning	B	A	M	-----	-----	-----	-----
h. Implement a Parent Education Program	B	A	M	-----	-----	-----	-----
i. Continue to Refine Senior Citizen Programs	B	A	M	-----	-----	-----	-----
j. Establish On-Site Instruction for Organizations	B	A	M	-----	-----	-----	-----
k. Assist Community Groups Meet Educational Needs	B	A	M	-----	-----	-----	-----
l. Develop a Professional Degree Prog. in Adult Ed.	B		A	M	-----	-----	-----
m. Establish a Certification Process for AE Staff	B			A	M	-----	-----
3. RESTRUCTURE PROGRAM DELIVERY	B				A	M ----	-----
a. Form Partnerships with Regular and Higher Ed.	B	A	M	-----	-----	-----	-----
b. Realign Management Roles	B	A	M	-----	-----	-----	-----
c. Use and Integrate Computer and Other Technology	B	A	M	-----	-----	-----	-----
d. Provide Permanently Integrated Facilities	B			A	M	-----	-----
e. Develop Positions for Innovative Programs	B	A	M	-----	-----	-----	-----
f. Develop Enabling State Policies and Legislation	B	A	M	-----	-----	-----	-----
g. Provide Incentives for Partnerships with Others	B	A	M	-----	-----	-----	-----
h. Create a Flexible Administrative Structure	B	A	M	-----	-----	-----	-----
4. SECURE RESOURCES TO MEET THE NEEDS OF ADULTS	B	A	M	-----	-----	-----	-----
a. Determine Adequacy of Existing Funds/Resources	B/A	M	-----	-----	-----	-----	-----
b. Project Cost and Priorities of an Exemplary Prog	B/A	M	-----	-----	-----	-----	-----
c. Research and Analyze Sources of Funding	B/A	M	-----	-----	-----	-----	-----
d. Study Financing of Community Schools	B/A	M	-----	-----	-----	-----	-----
e. Change Funding Policies and Regulations	B		M	-----	-----	-----	-----
f. Change Laws and Develop a Legislative Strategy	B		M	-----	-----	-----	-----
g. Develop and Embark on a Marketing Strategy	B		M	-----	-----	-----	-----

B - Begin
A - Attained
M - Maintain/Modify

From DOE's perspective, current levels of funding are definitely inadequate to meet student demands for literacy related programs. There is a heavy demand for DOE classes probably in part because of the familiar school setting and class structure, and because many of the classes are tuition-free.[166] DOE notes that the need for more funding for services is evidenced by waiting lists for certain community education classes. Community school principals will usually give priority funding for the basic programs, and cut back on others if necessary, because DOE's responsibility is to take care of basic educational needs. One obstacle confronting DOE in its efforts to provide adult and community education, is limited funding. Since many of the community education classes are tuition-free, once funds are depleted, services can no longer be provided.[167] Another obstacle to serving the public is the shortage of available facilities, particularly for daytime classes. Demand for daytime Adult Basic Education classes in particular has increased with the rise in the State's immigrant population. Over 50% of the adult enrollment of the Community Schools attend day classes. When facilities are unavailable for classes, they cannot be conducted. DOE has also been apprised of the need for additional services by the Hawaii Adult Education Association, which is comprised of classroom teachers, as well as other community and grassroots organizations.[168]

Students who are refused space in classes due to over-enrollment are often referred to other community agencies by the school registrar or administrator. DOE supports the work of private literacy providers. It observes that as a general rule, their volunteers possess the appropriate skills when properly trained, and that some can fill needs of small pockets of special needs groups. However, an assessment as to the number of students served by existing private providers, and the effectiveness of private programs would need to be conducted before DOE could assess the validity of a strategy emphasizing the development of more private literacy providers, and decreasing the reliance upon DOE as a service provider.[169]

DOE'S Response to H.R. No. 329

In October 1991, the Department of Education submitted the response set forth below,[170] to H.R. No. 329 (1989):

> The Department of Education ("DOE") has conducted programs to promote literacy in the State of Hawaii for many years. By legislation passed initially in 1945 (Basic Education - elementary program of reading, writing, computing, etc.) and expanded in 1988, the DOE was formally given the responsibility of initiating instructional programs in basic adult literacy education (Sec. 301-2(4), Hawaii Revised Statutes. This mandate is being carried out through DOE programs such as Literacy and Adult Basic Education Programs at the Community Schools, collaboration with Community Based Organizations, the Literacy Hotline, and special projects supported by grants.

In the past several years, literacy programs have received greater attention, as well as increased funding. Within State government, DOE's literacy programs are complemented by the work of the Office of Children and Youth, the Governor's Council for Literacy, and others. DOE has also successfully coordinated its literacy efforts with those of literacy providers in the private sector.

Literacy programs in Hawaii have developed considerably since the passage of House Resolution No. 329, which contemplates the creation of a separate Office of Literacy. DOE finds that presently there is no pressing need to consolidate the various literacy efforts in the State into a newly created Office of Literacy. The DOE continues to be the major provider of literacy services statewide and supports "grass roots" implementation of literacy services. Also, with the various State and private literacy providers having developed expertise in serving their respective types of clientele, a wider variety of persons needing literacy skills are being served. Networking and coordination of efforts between the various public and private literacy providers are working well among the providers themselves. Although the implementation of additional training and evaluation standards for the various literacy providers may need to be considered more seriously, what is needed now is to encourage and support the existing providers to continue to provide literacy services, to encourage the development of new providers, and to expand the scope of services being provided to include addressing the real life needs of individuals. To recommend an additional bureaucratic layer be created to coordinate services is counter to DOE's belief in decentralization. Although the DOE is involved in a reorganization process, there are no indications at the present time reflecting changes to the functions of the Community Education Section.

It would be useful, however, to create, staff and fund a centralized clearinghouse to gather and maintain the following information, which would support literacy initiatives:

a. Grants and other monies available for literacy programs, which could be sought out by the various providers. The providers may wish to coordinate among themselves such that they are not all competing for the same monies.

b. Detailed information as to all literacy services available in the State in both the public and private sectors. This would enhance coordination and networking (those seeking literacy services and those searching for a suitable program in which to work).

c. Measurable results of the various literacy programs. This information would support literacy providers in developing programs best suited to their particular clientele. The record keeping required to obtain this information requires training, and can be quite time consuming, thus, it would be

> difficult to expect programs which are staffed largely by volunteers to maintain such records.

If DOE or any other organization were to undertake these responsibilities, it would require additional staff and training.

ENDNOTES

1. Hawaii Rev. Stat., sec. 301-2.

2. Ibid.

3. Letter from Ruth Chun, Educational Specialist II, Department of Education, to Laura J. Sasaki, Researcher, dated October 8, 1991.

4. Hawaii. Department of Education, "Parent-Community Networking Centers (PCNC)", April 1988. (Brochure).

5. "Summaries for the Board of Education Committee Meeting" (Department of Education, State of Hawaii, October 27, 1989). (Mimeographed); interview with Ruth Chun, Educational Specialist II, Department of Education, August 7, 1991.

6. Interview with Ruth Chun, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, August 7, 1991.

7. Chun letter, supra n. 3.

8. "Summaries for the Board of Education Committee Meeting" (Department of Education, State of Hawaii, October 27, 1989). (Mimeographed).

9. Hawaii, Department of Education, "Student Services, The Adult Education Program", p. 1 (draft, undated).

10. Chun letter, supra n. 3; Hawaii, Department of Education, "Summary of Classes and Enrollment in Community Schools for Adults" (Honolulu: Reporting period June 16, 1990 - June 15, 1991). (Mimeographed.)

11. Hawaii, Department of Education, Hawaii State Plan for Adult Basic Education Fiscal Years 1990-1993 (Honolulu: June 1989), p. 27. (Hereinafter cited as "ABE Plan".)

12. Hawaii, Department of Education, Hawaii Adult Education Administrator's Manual (Honolulu: June 1989), pp. II-14-16. (Hereinafter cited as "Adult Education Manual.")

13. Ibid., p. II-14.

14. Ibid., p. III-4.

15. Interview with Ruth Chun, August 7, 1991.

16. Telephone interview with John Aki, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, July 30, 1991.

17. Chun interview, supra n. 6.

18. *Ibid.*

19. *Ibid.*

20. *Ibid.*

21. Adult Education Manual, *supra* n. 12, pp. III-4, V-4.

22. *Ibid.*, p. V-5; *Hawaii Rev. Stat.*, sec. 301-2.

23. Chun interview, *supra* n. 6.

24. Chun letter, *supra* n. 3.

25. Hawaii, Department of Education, *Crossroads to the Year 2000: A Plan for Adult and Community Education in Hawaii* (Honolulu: 1988), p. 6. (Hereinafter cited as "Crossroads.")

26. ABE Plan, *supra* n. 11, Foreword.

27. Chun interview, *supra* n. 6.

28. ABE Plan, *supra* n. 11, p. 57

29. Chun letter, *supra* n. 3

30. *Adult Education Manual*, *supra* n. 12, p. VI-6.

31. *Ibid.*

32. *Ibid.*, p. VI-2.

33. *Ibid.*, p. VI-6.

34. *Ibid.*

35. *Ibid.*

36. Chun letter, *supra* n. 3.

37. Adult Education Manual, *supra* n. 12, p. VI-6.

38. *Ibid.*, p. VI-7.

39. *Ibid.*, VI-12.

40. *Ibid.*, p. VI-4.

41. *Ibid.*, p. VI-12.

42. *Ibid.* Aliens who were 50 or more years of age on December 24, 1952 and who were in the U.S. twenty years or more by that date, are allowed to take the oral tests in their native language. DOE encourages prospective students who are not eligible to take the tests in their native language and who do not have third or fourth grade ability in English to enroll in basic English classes until they have reached the required proficiency level.

43. ABE Plan, supra n. 11, p. 25.

44. Adult Education Manual, supra n. 12, p. VI-4.

45. Memorandum from Evangeline Barney, Director, Special Instructional Programs and Services Branch, Department of Education, to Dr. Herman M. Aizawa, Assistant Superintendent, dated October 27, 1989, attachment, p. 3 (Honolulu). Under the revised Act signed into law on April 28, 1988 (P.L. 100-297, as revised), federal assistance for the Adult Basic Education State-Administered Basic Grant Program is continued through fiscal year 1993. Ibid.

    In addition to the basic state grant program, the Adult Education Act authorizes several new programs to be administered at the national level and others to be administered by the states. At the national level, the programs include: (1) the National Workplace Literacy Program; (2) the National English literacy Demonstration Programs for Adults of Limited English Proficiency; (3) the Adult Migrant Farmworkers and Immigrant Education Program; (4) the National Adult Literacy Volunteer Training Program; and (5) the State Program Analysis Assistance and Policy Studies Program. The Act also authorizes two new state-administered programs: (1) the State-Administered Workplace Place Literacy Program; and (2) the State-Administered English Literacy Program. These programs are intended to improve the literacy skills of adult workers and of individuals of limited English proficiency.

46. Barney memorandum, supra n. 45, attachment, p. 3.

47. Ibid.

48. ABE Plan, supra n. 11, Foreword.

49. Chun interview, supra n. 6.

50. Ibid.

51. Adult Education Manual, supra n. 12, p. II-3.

52. Hawaii, Department of Education, "Adult Basic Education" (Honolulu: undated), p. 1. (Mimeographed.)

53. Ibid.

54. Ibid., p. 2.

55. Chun interview, supra n. 6; ABE Plan, supra n. 11, p. 97.

56. Ibid.

57. Chun letter, supra n. 3.

58. Chun interview, supra n. 6.

59. ABE Plan, supra n. 11, p. 63.

60. Chun interview, supra n. 6.

61. Na Lono Kula, "Literacy Efforts Support Lifelong Learning" (Honolulu: undated).

62. Chun interview, supra n. 6. Prior to June 1991, Literacy Coordinator inservice training was conducted on a quarterly basis. Id.

63. Chun interview, supra n. 6.

64. Ibid.

65. Chun letter, supra n. 3.

66. Adult Education Manual, supra n. 12, p. VI-4.

67. Chun letter, supra n. 3.

68. Chun interview, supra n. 6.

69. Ibid.

70. Ibid.

71. Ibid.

72. Ibid.

73. Ibid.

74. Ibid.

75. Ibid.

76. Ibid.

77. Ibid.

78. Ibid.

79. Chun letter, supra n. 3.

80. Chun interview, supra n. 6.

81. ABE Plan, supra n. 11, p. 100.

82. Ibid.

83. Ibid.

84. Ibid., p. 101.

85. Telephone interview with Hartwell Lee Loy, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, August 23, 1991.

86. Telephone interviews with Hartwell Lee Loy, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, August 23, 1991 and September 20, 1991.

87. Telephone interview with Hartwell Lee Loy, Educational Specialist II, by Laura Sasaki, Researcher, September 20, 1991.

88. Ibid.

89. Lee Loy interview, supra n. 85.

90. Lee Loy interview, supra n. 87.

91. Chun interview, supra n. 6.

92. Lee Loy interview, supra n. 87.

93. Chun interview, supra n. 6.

94. Hawaii, Department of Education, "Families for R.E.A.L." (Honolulu: March 1991). (Brochure.)

95. Ibid.

96. Chun interview, supra n. 6.

97. Interview with John Aki, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, August 7, 1991.

98. Chun interview, supra n. 6.

99. Chun letter, supra n. 3.

100. Chun interview, supra n. 6.

101. Interview with John Aki, Educational Specialist II, Department of Education, and Ruth Chun, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, August 7, 1991.

102. Chun letter, supra n. 3.

103. Aki and Chun interview, supra n. 101.

104. Aki interview, supra n. 97.

105. Ibid.

106. Chun letter, supra n. 3.

107. Ibid.

108. Hawaii, Governor's Office of Children and Youth, Governor's Council for Literacy, Bridges to Literacy (Honolulu: March 1989), p. 27. (Hereinafter cited as "Bridges".)

109. Hawaii, Department of Education, "A Community Education Model" (Honolulu: June 1991). (Brochure.) (Hereinafter cited as "Community Education Model Brochure.")

110. Interview with Antoinette Leahy, Part-Time Teacher, Department of Education, by Laura Sasaki, Researcher, August 7, 1991.

111. Community Education Model Brochure, supra n. 109.

112. *Ibid.* Figures are not currently available as to the number of PCNCs which target literacy. Aki interview, *supra* n. 97.

113. Community Education Model Brochure, *supra* n. 109.

114. Leahy interview, *supra* n. 110.

115. Community Education Model Brochure, *supra* n. 109.

116. Chun interview, *supra* n. 6.

117. ABE Plan, *supra* n. 11, p. 27.

118. *Ibid.*

119. Chun interview, *supra* n. 6.

120. ABE Plan, *supra* n. 11, p. 27.

121. *Ibid.*

122. Chun interview, *supra* n. 6.

123. ABE Plan, *supra* n. 11, p. 81.

124. *Ibid.*, p. 79.

125. *Ibid.*, p. 64.

126. Lee Loy interview, *supra* n. 87.

127. Chun interview, *supra* n. 6.

128. ABE Plan, *supra* n. 11, p. 64.

129. *Ibid.*

130. *Ibid.*

131. *Ibid.*, p. 65.

132. Chun letter, *supra* n. 3.

133. Interview with Hartwell Lee Loy, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, June 28, 1991.

134. Lee Loy interview, *supra* n. 85.

135. Chun interview, *supra* n. 6.

136. *Ibid.*

137. *Ibid.*

138. Ibid.

139. ABE Plan, supra n. 11, p. 34.

140. Chun letter, supra n. 3.

141. ABE Plan, supra n. 11, p. 62

142. Ibid., pp. 61-62.

143. Ibid., p. 62.

144. Ibid.

145. Interview with Ruth Chun, Educational Specialist II, Department of Education, by Laura Sasaki, Researcher, June 28, 1991.

146. Interview with Ken Yamamoto, Administrator, Department of Education, by Laura Sasaki, Researcher, June 28, 1991. The HOTLINE was moved from the DOE Community Education Section to the Office of Children and Youth because, among others, it was felt that OCY's staff is better able to handle volumes of HOTLINE calls. Chun interview, supra n. 145.

147. Bridges, supra n. 108, p. 26.

148. Hawaii, Governor's Council for Literacy, "Hotline Summary Report 1988-1990" (Honolulu: Undated.) (Mimeographed.)

149. Chun interview, supra n. 145.

150. ABE Plan, supra n. 11, p. 63.

151. Ibid.

152. Hawaii, Department of Education VISTA Project Application (Honolulu: March 9, 1990), p. 4.

153. Chun letter, supra n. 3.

154. Chun interview, supra n. 6; VISTA Application, supra n. 152.

155. Chun interview, supra n. 6.

156. Chun letter, supra n. 3.

157. Chun interview, supra n. 6.

158. Ibid.

159. Barney memorandum, supra n. 45, attachment, p. 1.

160. Crossroads, supra n. 25, pp. 20-21.

161. Ibid., p. 12.

162. Ibid., p. 18.

163. Aki and Chun interview, supra n. 101.

164. Ibid.

165. Ibid.

166. Ibid.

167. Ibid.

168. Ibid.

169. Ibid.

170. Letter from Kenneth Yamamoto, Administrator, Community Education Section, Department of Education, State of Hawaii, to Laura J. Sasaki, Researcher, August 6, 1991; Chun letter, supra n. 3.

CHAPTER 3

DEPARTMENT OF EDUCATION HAWAII STATE PUBLIC LIBRARY SYSTEM

Introduction

The mission of the Hawaii State Public Library System for the 1990's is "[to] serve as the lead state agency to provide individuals at each stage of their lives with free access to information, and to provide materials and customer services that foster reading and life-long learning."[1] One system objective, in order to meet the customer service goal, is to "provide literacy services and programs for all ages."[2]

Statewide Activities

In connection with the system's statewide mission of providing collections of materials,[3] adult learner collections--books designed for new readers, grade levels 2 to 6--are housed at at least one branch on every island in the State.[4] As of March 1989, in-depth collections were located at the Kalihi-Palama, Waianae, Waimanalo, Waipahu, Pearl City, Kaneohe, Kaimuki, Lihue, Makawao and Hilo public libraries.[5] The composition of the collection varies by library, but the computerized intralibrary loan system enables a customer at any library to request materials from another library.[6] Public libraries are located in communities throughout the State and are open weekdays, with some evening and weekend hours for the convenience of their customers.[7] Some libraries have meeting rooms that are available to nonprofit literacy service providers for tutor training and tutor-student sessions.[8]

Traditionally, the public libraries have provided the community free reading and parent workshops, preschool and holiday storytimes, and other special programs. The variety of programs has enabled the library system to develop links with many literacy service providers who encourage their tutors and students to investigate and use the library's materials and services and participate in the libraries' programs. Participation in the system's programs has also increased as a result of advertising and promotion from the Governor's Council for Literacy. Library personnel report that they are working at maximum effort to meet the needs of agencies, tutors, and students; to fill requests for material; and to enhance programs; all without an increase in library staff. The system does not have a full-time librarian devoted to adult literacy programming and materials selection, but with additional operating funds, staff and outreach specialists dedicated to these areas could be complemented.[9]

The Children's Summer Reading Program is an example of a library system program that has existed for many years, that has been recently and successfully enhanced. Small award incentives have been offered to participants to encourage continued reading during the summer. Through the network of the Governor's Council for Literacy, corporate sponsors and television promotional coverage were located. The program now offers more elaborate and enhanced incentives ranging from Frito Lay products to random drawings for neighbor island family trips. Consequently, the Summer Reading Program has experienced steady growth as more parents encourage their children to read, and are encouraged to read aloud themselves.[10]

The library system started the nation's first Young Adult Summer Reading Program in 1991. This program is aimed at students in grades 7 to 12 who ordinarily do not read over the summer, to encourage them to maintain their reading abilities and skills. The Governor's Council for Literacy has expressed an interest in finding corporate sponsorship and promotion for this program as well.[11]

One library spokesperson observed that literacy services are becoming available, and that publicity and outreach for programs are good. The need is for a concerted effort to reach potential students--to locate those who need to learn how to read, and to find a way to entice these students into literacy programs.[12] Another spokesperson observed that for a minimal cost, or by shifting usage, statewide literacy efforts could be enhanced by providing support for English as a Second Language services, and by increasing the availability of audio-visual literacy materials and video cassette player/recorders in libraries.[13]

Library Initiatives

In many communities, library branch managers work in cooperation with literacy service providers to provide librarian orientation for new readers, and to provide outreach services.[14] Examples of some of these partnerships follow.

Waimanalo Public and School Library

For the three years, the "Teddy Bear Reading Program" has been spearheaded by the Waimanalo Public and School Library, presented in cooperation with Windward Adult Education, Waimanalo Health Project, area schools, and local businesses. The program has evolved from an evening of story reading performances by island celebrities, to a school-year-long family reading motivational commitment. Families are engaged in storytime activities; parents and other adult family members are involved in workshops on why and how to read aloud in the home; and adults are identified, counseled, and recruited for literacy services as tutors or students. Within the largely native Hawaiian community, the ohana marketing concept has drawn significant participation over the three years. Annual incentives such as teddy bears and Disney plush toys, and a teddy bear picnic, have encouraged community members to read, to read together, and to improve their reading skills.

Makawao Public Library

The Makawao Public Library has been actively involved in literacy programs on Maui. The library worked with Maui Hui Malama, a nonprofit literacy service provider, to set up the successful literacy program. At Maui Hui Malama, tutor training sessions are conducted, tutors and students are matched, progress reports are maintained, and regularly held potluck dinners honor volunteers and graduates. A bibliography of the adult learner collection was prepared under a Library Services and Construction Act[15] grant. As the liaison for all literacy programs on Maui, Makawao Public Library continues to support all efforts for improved literacy on Maui.[16]

Kalihi-Palama Public Library

The Kalihi-Palama Public Library maintains an adult learner collection, to help new adult readers overcome the obstacle of finding suitable reading materials. Purchased through funds provided by the Library Services and Construction Act, the collection contains about two thousand books on such topics as coping skills, basic math, reading, writing, and grammar, as well as recreational reading materials and adaptations of classics. Through intralibrary loan procedures, these materials may be borrowed by customers throughout the State.[17]

In 1991, Adult Learner Materials: A Bibliography of Easy Reading Materials for Literacy Tutors and Their Students was completed. The fifty-page list provides titles of print and nonprint materials available through the library system. The library also produced a tutor-recruitment videotape, distributed information packets to potential tutors, and set up a literacy room where tutors and students may meet in privacy. The library is currently working under a literacy grant to increase the library's collection of books-on-tape for all age levels.[18]

Hilo Public Library

On September 25, 1991, the Computer-Assisted Literacy Center (CALC) officially opened at the Hilo Public Library. A computer with various software, including tutorials to help with typing, word processing, reading and vocabulary, and arithmetic is used regularly by students assisted by a part-time project assistant. Thus far, students with little or limited computer experience have demonstrated enthusiasm about learning new skills, from basic computer literacy to improvement in language arts. Funding for the project was received from the legislature through the Hawaii State Public Library System, and the Friends of the Library of Hawaii. Other sources of funding are being explored to expand the center and provide more hours for the project assistant.[19]

ENDNOTES

1. Facility Technics/Hawaii (for Hawaii, Department of Accounting and General Services, and Hawaii State Public Library System), Customer Satisfaction...A Master Plan for Public Libraries (April 1991), vol. 1, p. 5.

2. Facility Technics, *supra* n. 1, p. 6.

3. Telephone interview with Nyla Fujii, Director, Evaluation and Programming Section, Hawaii Public Library System, Department of Education, by Laura Sasaki, Researcher, August 6, 1991.

4. *Ibid.*

5. Hawaii, Office of Children and Youth, *Bridges to Literacy* (Honolulu: March 1989), p. 27.

6. Telephone interview with Nola Morgan, Young Adult Librarian, Kalihi-Palama Public Library, by Laura Sasaki, Researcher, August 6, 1991.

7. *Bridges*, *supra* n. 5.

8. Memorandum from Brenda Freitas-Obregon, Young Adult Services Coordinator, Materials Evaluation and Programming, Hawaii State Public Library System, to Laura Sasaki, Researcher, November 29, 1991.

9. Fujii interview, *supra* n. 3; Freitas-Obregon memorandum, *supra* n. 8.

10. *Ibid.*

11. Fujii interview, *supra* n. 3.

12. *Ibid.*

13. Freitas-Obregon memorandum, *supra* n. 8, citing Facility Technics, *supra* n. 1, p. 57.

14. Fujii interview, *supra* n. 3; Freitas-Obregon memorandum, *supra* n. 8.

15. *Ibid.*

16. *Ibid.*

17. *Ibid.*

18. *Ibid.*

19. *Ibid.*

CHAPTER 4

COMMUNITY COLLEGES

Introduction

The University of Hawaii Community College system was created to provide two-year transfer and general education programs, semiprofessional, technical, vocational, and continuing education programs, and other educational programs and services.[1] As open door institutions, anyone who is eighteen years of age or older, or a high school graduate, is eligible for program services.[2] The community colleges, through their learning centers, outreach centers, and community service programs, provide literacy training and promote partnership arrangement among literacy service providers in order to address the needs of the adult population.[3]

Each of the seven community colleges offer basic skills literacy services, and each developed its own workplace literacy project under contract with the Governor's Office of Children and Youth. Additionally, the Employment Training Center[4] ("ETC") offers a basic skills curriculum to supplement its occupational and vocational skills programs. ETC developed a workplace literacy program for Adult Corrections Officers, in conjunction with the Department of Public Safety.

Basic Literacy Services

Community Colleges

For those individuals requiring basic literacy services rather than regular credit programs, a variety of approaches are available in the community colleges. Basic literacy skills courses at the community colleges include courses in basic reading, basic writing, writing or speech for non-native speakers, and basic mathematics.[5]

Each community college has a Learning Assistance Center, which offers students assistance in educational enrichment and personal development outside of the classroom. Types of assistance offered at the Learning Assistance Centers include "alternate delivery systems", which help students grasp materials which they were unable to absorb in class; "learning skills", which teach students stress and time management, and how to study; "supplementary instruction", including tutoring on any subject; and "independent study", which gives students an opportunity to study in collaboration with faculty members who may spend their office hours in the Learning Assistance Center.[6]

The "AIMS" (Alternate Instructional Management System) program is a major component of each of the Learning Centers. AIMS is a computerized instructional program consisting of four components: basic skills writing, remedial reading, basic math and GED preparation. Students can proceed through a selected component at their own pace, and since the materials are self-correcting, the student receives immediate feedback. The GED preparation component is used only by the ETC. Each of the other three components can be used adjunct to currently existing community college coursework, or as stand alone instruction. The extent to which the reading, writing and math components are used varies between community colleges.[7]

Basic literacy services and programs offered by each of the community colleges are as described below.

At Hawaii Community College, literacy services include assessment of learner's level of competency, individualized/group instruction (5th grade level and below), and one-to-one tutoring (6th grade level and below). Hawaii Community College works in partnership with a number of public and private literacy, educational and business organizations in the community to promote literacy through conferences and workshops. The college is also planning a learning center.[8]

Honolulu Community College offers learner's competency assessment; both individualized and group instruction (5th grade level and below); one-to-one tutoring using a core of volunteer tutors (6th grade level and below); tutoring in the prison; literacy workshops conducted variously at the college and at community sites by VISTA volunteers (6th grade level and below); and counseling services.[9]

At Kapiolani Community College, services include assessment for placement into college programs, English as a second language ("ESL") programs/courses (grade levels 1-6), and short-term courses for ESL speakers.[10] Each semester, the college runs approximately 150 students through the AIMS program. The program, particularly the writing component, is used by the college as an adjunct to its basic skills courses. Based on writing assignments, each student receives a structured AIMS program tailored to his or her needs. One day a week, the student uses the AIMS materials at the Learning Center instead of going to class.[11]

Kauai Community College acts as a literacy resource to enhance the work of external literacy agencies on Kauai. The college provides learner competency assessment services, instructional services (computerized instruction in basic skills, ESL courses, small group and individualized tutoring), and workplace literacy support.[12]

Leeward Community College offers learner's competency assessment, individualized/group instruction (5th grade level and below) by volunteers, one-to-one tutoring (6th grade level and below) also by volunteers, literacy tutor training workshops, workplace literacy projects in partnership with businesses, tutoring programs, family literacy projects (under contract with the Department of Education's "Parents Primer for Tutoring" program, and with the state Leeward-Waianae Family Literacy Team). College students can be trained to be tutors while receiving academic credit.[13]

At Maui Community College, services include learner's competency assessment, individualized/group tutorial service in math, English, study skills and specific content area courses, computer literacy workshops, a Summer Youth Employment training program, and access to Upward Bound Program materials. The college assists the SkyBridge tutorial service to Lanai and Molokai on a two-way interactive system, and customizes educational programs and provides in-house training for the visitor industry.[14] The visitor industry projects are conducted in cooperation with VITEC (the Visitor Industry Training and Education Center), an organization which specifically addresses literacy problems within the visitor industry.[15] The college also serves as an information resource for community agencies and businesses, and it offers open enrollment training programs for businesses other than the tourist industry as well as in-house training.[16]

Windward Community College offers placement testing in reading and math, individualized/group tutoring, drop-in assistance in English, math and study skills, resource assistance at the college or on site to community groups, group instruction in reading (6th grade level and below), free developmental math and English courses in the summer, tutor training seminars in a nationally recognized on-site assistance program, and the college coordinates customized literacy programs for specific target groups. The college also provides counseling.[17]

Employment Training Center

The University of Hawaii Community College Employment Training Center is part of the Community College system, but it does not offer a community college degree. ETC's primary mission is to provide educational options for the at-risk population of Hawaii which is unable to benefit from traditional educational, social and/or state institutions. Persons "at-risk" may include drop-outs who may never complete their education, and adults who are economically disadvantaged, oftentimes including immigrants, alienated youth, and single parents on welfare. The program is open to those who can benefit from it. Participants need not have a high school diploma, and the program may accept participants as young as age fifteen. Some enroll in the program while they are still in high school. ETC also serves a number of persons who are referred to the program from other state and community organizations.[18]

ETC offers non-credit programs, primarily in occupational and vocational areas such as office technology, food preparation, construction industry, and auto body repair, which are not offered by the Department of Education's Adult Education program. Unlike DOE Adult Education courses, ETC programs are open entry/exit. ETC couples its programs with a basic skills curriculum, student counseling and support services. It also contracts to provide employment skills training for the Department of Labor and Industrial Relation's Job Training Partnership Act ("JTPA") program.[19] Recently, the Community College system has contracted with the Department of Human Services' Job Opportunities and Basic Skills ("JOBS") program to deliver services. ETC is consequently reviewing the possibility of providing space for JOBS volunteers in construction and occupation programs, job search skills, and "career shadowing" which provides the student an opportunity to test out his or her desired field by working.[20]

Many of the JTPA clients are "at risk". ETC finds that these individuals normally need basic skills training in conjunction with occupational classes. ETC offers day-long classroom instruction for JTPA clients on an open entry/exit basis. The program includes general basic skills training in reading, writing and math, for persons scoring at the 5.9 grade level and above on the test of adult basic skills. It also offers basic skills training for English as a Second Language students, aimed at persons with fourth grade reading levels. The curriculum is competency based, and students are pre- and post-tested for achievement. Emphasis is on teaching in the context of real life and employment situations. Small group activities, peer interaction, and teacher-student interaction is substantial. Computer assisted instruction is also available.[21]

ETC uses teachers who are classified as regular instructors under University of Hawaii classifications. ETC works with the Department of Education to provide pre-GED instruction. Two instructors will be working with ETC to establish a competency based diploma program for ETC students.[22] ETC is in the process of revising its curriculum to make it more occupational or application oriented, and to make the basic skills program more focused on "survival" skills. One area which ETC hopes to develop is math for work.[23] For the reporting period July 1, 1990 through May 1, 1991, the enrollment in the ETC basic skills program was 243 (regular and ESL basic skills enrollments combined). Figures are not presently available as to the number of students completing the program.[24]

Workplace Literacy Projects

Projects Contracted by the Office of Children and Youth

In Spring 1990, the Governor's Office of Children and Youth contracted with the community colleges to create Workplace Literacy Projects.[25] The contract has been administered as follows:[26]

Workplace Literacy Projects
Spring 1990

	AWARDED	EXPENDED	BALANCE
Employment Training Office			
UHM Building & Grounds Personnel	$21,147	$17,463	$ 3,684
Hawaii Community College			
Learning Center Outreach	$21,000	$19,092	$ 1,908
Honolulu Community College			
Workplace Outreach Van	$22,000	$19,138	$ 2,862
Kauai Community College			
Communications in the Workplace	$12,000	$11,916	$ 84
Maui Community College			
Nursing at Hale Makua	$19,000	$15,011	$ 3,989
Windward Community College			
Workplace Literacy Library	$ 4,853	$ 4,700	$ 153
	$100,000	$87,320	$12,680

The Community Colleges Employment Training Center sponsored a literacy training program conducted on the Manoa campus for personnel in the Building and Grounds department.[27] The project was initiated by the Director of the UH Manoa Buildings and Grounds Management department. The director recognized the need for a literacy program for his employees after numerous occasions in which they failed to submit written reports, or turned in reports that were barely decipherable. ETC was contacted to set up a learning center for literacy training and to conduct the needed instruction. A site was located in an unused portable building which was conveniently located for this purpose. In light of the students' need for one-on-one instruction, ETC developed a project with the UH College of Education, in which UH students received credit for working as volunteer literacy tutors. The class was taught by a full-time instructor from ETC's Learning Center. Microcomputer systems and related materials were purchased to provide individualized, self-paced training materials for the class. The equipment can be moved to another location as the need arises or program plans shift.[28]

The project started in January 1990, with a total enrollment of 13 students with reading skills averaging a fifth grade level equivalency. The average age of the class was 45, with students ranging in age from 34 to 55 years of age. Four of the students spoke English as a second language. Seven attended the class on a regular basis. Students are now being tested to determine the gains that they have made. The program is being analyzed to determine how to attract the participation of employees with significantly low reading levels. Plans include offering a more structured course at times which overlap with employee shifts, release time from work for selected individuals, and a "self-improvement enhancement class" which will provide individualized instruction in a wide variety of areas, including computer literacy (word processing), GED preparation, spelling improvement, writing skills, vocabulary building, and improving math skills. Since the money for this project was intended as "seed money", a number of different means of funding the project for the next fiscal year are being investigated.[29]

At Hawaii Community College, the Learning Center Outreach Project contemplated the development of a workplace literacy center to be housed at the Learning Center. The Learning Center was in the process of expanding its reading program targeting the functionally illiterate population of the island. For this project, the Learning Center focused on development of a "business options packet", which included assistance in the identification of literacy needs of employees and the development of a program to upgrade the basic skills of these employees, either at the Learning Center or at the workplace. A model instructional package was also developed, which includes several laptop computers and related supplies. The computers are portable and can be borrowed by businesses for use at the workplace. The project was managed as a cooperative effort by staff from the Hawaii Community College Learning Center and the Hilo Community School for Adults. Volunteers from Big Island literacy organizations were also used.[30]

The Learning Center at Hawaii Community College has designated a section of its reading lab to house workplace literacy materials. Software, books and supplies purchased through the grant are being previewed, cataloged, and organized. Several business representatives which attended a workshop and tour of the reading lab in July 1990, have requested literacy programs for their organizations.[31]

The Office of Special Programs and Community Service at Honolulu Community College is in the process of creating a mobile training lab to serve business, industry and the military through the off-campus delivery of credit and non-credit courses. The concept consists of a van, specially renovated to store and move a variety of instructional equipment and training aids. Equipment includes twenty laptop computers and nine printers already purchased by the college. The primary function of the lab will be to provide on-site, in-service training to the business and industries that the college serves. Priority will be given to small businesses, which may have a difficult time meeting their training needs through traditional educational delivery modes. The lab will offer practical workplace literacy and basic skill courses utilizing computers. Courses will focus on the following areas:[32]

(1) Applied communications--improving reading, writing, listening, speaking, problem solving, visual and non-verbal skills and transferring these skills to a student's occupational and personal life;

(2) Applied mathematics--improving math skills used in the workplace by teaching problem-solving through hands-on, activity centered environments;

(3) Technical graphics--teaching a student to develop and interpret drawings, blueprints, and specifications; and

(4) Computer skills and software applications.

The mobile lab will also be available to provide customized training to fit the needs of a particular company or organization.[33]

The goal of Kauai Community College's Workplace Literacy Project has been to provide computer support for literacy programs in cooperation with the Department of Education, the Mayor's Council on Literacy, and with independently initiated workplace literacy programs.[34] In 1990, the college started a pilot workplace literacy program at The Westin Kauai Hotel. The college provided the hotel with a computer, a computer instructor, and a thirty-lesson phonics computer program. Ten to eleven housekeeping supervisors worked with employee participants to help them develop their literacy skills by use of the computer, as well as through more traditional modes of instruction. Individualized sessions were complemented by DOE's "Communications in the Workplace" class.[35]

The college sought to replicate The Westin model at other sites on Kauai. During 1991, computers and literacy software were also placed with the Sheraton Coconut Beach, Sheraton Kauai, and the Hyatt Regency Kauai hotels. Each hotel recruited participants for its particular program principally from departments such as housekeeping where many employees spoke English as a second language.[36] Students were placed in programs based on the tutor's interview with the students. Some of the programs, such as intensive phonics, enabled students to progress through different levels at their own pace. Their progress was often tracked by a computerized management system. Participation varied between the hotels, and by time of year. On a per hotel basis, the number of student participants varied from a low of 4 participants in a given month at a single hotel, to a high of 43.[37]

The college found that students became empowered by using the computers, and that use of computers helped to reduce "the stigma of participating in a 'literacy' program."[38] The computers provided independence in the learning process, and their use was viewed as a desirable job skill. Hotels that did not participate in the workplace literacy program with Kauai Community College may now have an opportunity to use the college's computer equipment and literacy programs to establish their own workplace literacy programs.[39]

Maui Community College set up a literacy training site at Hale Makua, which operates two acute care facilities in the central valley area of Maui. To ease the labor shortage, Hale Makua has hired foreign-trained nurses, many of whom are from the Philippines. The nurses often need intensive English language training in order to qualify to take the state nursing licensure exams, and to fill the more responsible nursing positions which require strong English language communications skills. The college provided logistics, and has prepared the training site with equipment (including computers, a printer, and a VCR), instructional supplies and a teacher. Students have been identified and are awaiting the start of the program.[40]

Windward Community College's literacy project focused upon the literacy needs of the workforce. The college conducted a review of the professional literature on workplace literacy. It then purchased a variety of the most current educational resources, with the objective of establishing a literacy library collection which could serve as a resource to all agencies involved in providing literacy services. A researcher also met with several workplace literacy providers around the State to discuss resources.[41]

Project S.M.A.R.T.

ETC also provides workplace literacy instruction at the worksite.[42] A workplace literacy program for aspiring and existing Adult Corrections Officers ("ACOs") was operated by ETC in partnership with the Department of Public Safety ("PSD"), Corrections Division. "Project S.M.A.R.T." ("Security Management and Responsibility Training" and sometimes referred to as the "ACO Career Development Course") was the result of a grant application prepared by ETC, and approved by the U.S. Department of Education. This is believed to be the first program in the country in which two state agencies (PSD and DOE) joined with a union (the United Public Workers) and an educational institution (the Community Colleges) to work with ACOs on a statewide basis.[43]

Project S.M.A.R.T's purpose was to improve workplace literacy of existing ACOs by using materials related to the job, to improve work quality, and to improve skills of emergency hires and aspiring ACOs. The need for the program came from PSD, which was concerned that many applicants were unable to pass the written test administered to persons applying for ACO positions, and that permanent hire ACOs had difficulty expressing themselves in written reports.[44]

Curriculum was developed by ETC and PSD. The UPW supported the program by approving it for existing ACOs. Over 250 persons started the program. Classes which ran between July 1990 and August 1991, were initially offered at a number of community colleges on Oahu, Hilo and Kauai, and facilities were also provided by the Department of Education, although classes were cancelled at some locations for lack of enrollment. The community college locations offered Learning Center assistance, and office space was provided at Leeward Community College.[45]

Classes were open entry/exit. Students received no compensation. Students spent an average of ten to fifteen hours on each of the basic skills areas of language, reading and math, and twenty hours on writing, reading, communications skills and logical problem skills. Emphasis was on practical job skills, such as report writing, reading of departmental manuals, stress management and self esteem. The program featured a significant amount of one-on-one instruction, and small group instruction. Maximum class size was fifteen students, and each class with more than five students had a tutor. Instructors were on casual hire by the ETC.[46]

As of this study, the official program report is expected to be available from the ETC in late September 1991. The initial results indicate that students enjoyed a 1.5 grade level gain in the three basic skills areas (reading, math and language) for every forty hours of instruction -- the expectation was that 100 hours of instruction would be required for such a grade level increase. Comparisons of pre-and post-program self-esteem assessments also appear to be positive. Over 80 students were graduated from the program. Several graduates have since passed the ACO examination, and upon completion of paperwork are expected to be hired as ACOs.[47]

ENDNOTES

1. Hawaii Rev. Stat., sec. 305-1.

2. Hawaii, Office of Children and Youth, Bridges to Literacy (Honolulu: March 1989), p. 28.

3. Ibid.

4. Formerly known as the Community Colleges Employment Training Office. Letter from John Muth, Director of Academic Support Services, University of Hawaii Community Colleges, to Samuel B. K. Chang, Director, Legislative Reference Bureau, March 17, 1992.

5. Hawaii, University of Hawaii Community Colleges, "Basic Skills Course Descriptions (Literacy)" (Honolulu: Undated). (Mimeographed.)

6. Telephone interview with Louise Yamamoto, Acting Coordinator of Learning Centers, Kapiolani Community College, by Laura Sasaki, Researcher, March 26, 1992.

7. Telephone interview with Stephen A. Singer, AIMS Coordinator, Kapiolani Community College, by Laura Sasaki, Researcher, January 10, 1992.

8. Hawaii, University of Hawaii Community Colleges, Windward Community College, "Literacy Services, University of Hawaii Community Colleges" (Kaneohe: February 1990). (Mimeographed.)

9. Ibid.

10. Ibid.

11. Singer interview, supra n. 7.

12. "Literacy Services", supra n. 8.

13. Ibid.

14. Ibid.

15. Marcia Godinez, "Resources for Adult Literacy", Maui, May/June 1989, p. 41.

16. "Literacy Services", supra n. 8.

17. Ibid.

18. Telephone interview with Peggy Cha, Acting Assistant Director, University of Hawaii Community Colleges Employment Training Center, by Laura Sasaki, Researcher, August 23, 1991; memorandum from Peggy Cha to Laura Sasaki, Researcher, December 1991.

19. Cha interview, supra n. 18.

20. Ibid.

21. Ibid.

22. Ibid.

23. Ibid.

24. Ibid.

25. Interview with John Muth, Director of Academic Support Services, University of Hawaii Community Colleges by Jean C. Creadick, Researcher, September 20, 1990.

26. Hawaii, University of Hawaii Community Colleges, "Workplace Literacy Projects - Projects Funded in Part Through the Governor's Office of Children and Youth - Spring 1990" (Honolulu: Undated). (Mimeographed.)

27. Hawaii, University of Hawaii Community Colleges, "Workplace Literacy Projects Spring 1990" (Honolulu: Undated). (Mimeographed.)

28. "Workplace Literacy Projects - Projects Funded in Part Through OCY", supra n. 26, pp. 2-3.

29. Ibid., p. 3.

30. Ibid., p. 4.

31. Ibid., p. 5.

32. Ibid., p. 6.

33. Ibid.

34. Hawaii, Kauai Community College, "Workplace Literacy Project" (Lihue: Undated), p. 1. (Mimeographed.)

35. "Workplace Literacy Projects - Projects Funded in Part Through OCY", supra n. 26, p. 7.

36. Kauai Community College, "Workplace Literacy Project", supra n. 34.

37. Ibid., pp. 1-2.

38. Ibid., p. 3.

39. Ibid.

40. "Workplace Literacy Projects - Projects Funded in Part Through OCY", supra n. 26, pp. 9-10.

41. Ibid., p. 11.

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42. "Literacy Services", supra n. 8.

43. Telephone interview with Kathleen McKenzie, Program Coordinator, Project S.M.A.R.T., University of Hawaii Community Colleges, Employment Training Office, by Laura Sasaki, Researcher, August 20, 1991.

44. Ibid.

45. Ibid.

46. Ibid.

47. Ibid.

CHAPTER 5

DEPARTMENT OF HUMAN SERVICES

Introduction

The mission of the Department of Human Services ("DHS") has been broadly described as follows:[1]

> [T]o advance the quality of life in the State by effectively and efficiently providing resources to Hawaii's people who have needs (e.g., shelter, financial, medical, social, rehabilitation, etc.) and who qualify according to current and future established policies in order to optimize their capabilities for:
>
> --providing for themselves,
> --improving their living conditions, and
> --sustaining their lives[;]
>
> [and] [f]urther...to provide leadership in developing and implementing approaches which contribute to preventing the occurrence and recurrence of human and social problems requiring community attention.

The Department's statutory duties are numerous.[2] They include the establishment and administration of programs and standards for all public assistance programs; the establishment, extension and strengthening of services for the protection and care of neglected children and children in danger of becoming delinquent; and the development of plans in cooperation with other public and private agencies for the prevention and treatment of conditions giving rise to public welfare problems.[3]

DHS is not a direct provider of literacy services, but it does work in cooperation with literacy service providers in order to serve the needs of its clientele.[4] The main DHS programs which integrate literacy services are the Job Opportunities and Basic Skills ("JOBS") Program, and the Family Support Centers.[5]

Job Opportunities Basic Skills Program

The JOBS Program, created by Act 321, Session Laws of Hawaii 1990, is a statutorily created mandatory work program for certain applicants and recipients of Aid to Families with Dependent Children ("AFDC"), consistent with federal regulations and requirements under Title IV-F of the Social Security Act, Public Law 100-485.[6]

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The JOBS Program is designed to encourage individuals to become financially independent and able to support their own families, by helping them build skills needed for better jobs, and solve problems that may be holding them back. The JOBS Program offers assistance to participants as they enter into education or training programs to prepare them for specialized jobs, and in finding appropriate jobs when they are ready for work. JOBS will pay for the participants' child care, transportation, and work expenses when starting a job.[7] In general, all clients who receive AFDC assistance are required to join JOBS, unless they are exempted. Any AFDC client, whether exempt or not, can volunteer to participate in the JOBS program.[8]

Participants in the JOBS program are interviewed and assessed to identify barriers which may be preventing them from attending school or working. In consultation with the participant, DHS then develops supportive plans of programs and services to remove these barriers.[9] The barrier removal plan can include any type of psycho-social counseling, mental health treatment, or physical health assistance. The support service plan covers child care, transportation, and work-related expenses, as appropriate. The employment and training portion of the JOBS program may include employability planning, including career path development; basic and higher education, including remedial education and English proficiency to help participants become job ready; job skills training; job readiness and job search; job placement activities and services; work maturity; work/study; and work experience and a community work experience program.[10]

The program places a strong emphasis on a basic skills education, including reading and math components, which are necessary for self-sufficiency. JOBS' philosophy is that as many participants as possible should pursue a general education development ("GED") diploma, or equivalent, as absent this, it is difficult to compete in the marketplace.[11] The program views literacy training as a step which will help a participant gain enough basic skills to enable him or her to enter into a GED program.[12] As of the end of March 1991, the reported education levels of participants in two of JOBS' six units were as follows:[13]

Percentage of Reported Education Level	Percentage of Unit 1 Clients	Unit 2 Clients
8 years education	8%	8%
9 - 11 years	17%	42%
GED	17%	8%
12 years	42%	33%
13 - 14 years	17%	8%

The JOBS Units report that seventy to seventy-five percent of all JOBS participants test at below the twelfth grade level.[14]

A large percentage of JOBS participants are involved in literacy programs. JOBS has organized its own literacy classes, and as of August 1991, reports twenty clients in the preliteracy group (below 4th grade); and twenty in literacy level programming (4th to 9th grade level). Twenty other JOBS participants are in literacy programs elsewhere in the community. Additionally, JOBS has a waiting list of about eighty other participants needing to enter literacy programs. Some are unable to enter programs such as Adult Basic Education sponsored by the Department of Education due to restrictions imposed by the various literacy programs which may preclude a student from entering midway through a course, or because the literacy program may not provide the twenty hours per week of class time required by JOBS guidelines, or both.[15]

In an effort to meet the requirements of its participants, the JOBS program is working with the community colleges to create educational programs tailored to JOBS program specifications. Separate preliteracy, 6 to 8.9 grade level, below 12th grade, and remediation classes have been designed, and will be paid for with JOBS funds. The first group of twenty students will begin classes at Leeward Community College in September 1991.[16] On-campus tutoring and supervised study programs are also being developed to support JOBS participants who are already attending a community college.[17]

Additionally, an adult preliteracy program has been started by JOBS at JOBS Unit 1 located at the Chinese Cultural Center. The program is being provided by a joint venture between Farrington community school and Kamehameha Schools, in sixteen-week segments, twenty hours per week. The preliteracy program is without expense to the JOBS program, which is providing the classroom facility. Twenty students will participate in the preliteracy program at one time.[18]

Family Centers

Another new concept in DHS is the "Family Support Centers", a family centered approach to information, referral and support.[19] The Family Support Center, more commonly known as the "Family Center", is a community based program geared toward crisis prevention rather than crisis management. The philosophy behind the centers is that all families need support at some time, and that support should be available in a non-stigmatizing, supportive environment, on a walk-in basis, without regard to economic status. The center concept builds on a family's strengths, and connects families with additional resources.[20]

The Family Centers were created by Act 329, Session Laws of Hawaii 1990, as a two-year demonstration project to be planned, implemented and established by DHS.[21] The purpose of the demonstration projects is to coordinate the provision of core services to families at a community-based center in order to develop the community's capacity to identify and resolve its problems;[22] and to "demonstrate the effectiveness of the community-based family support center concept and to test different models of service delivery".[23] For fiscal year 1990-1991, the Legislature appropriated $350,000 for the establishment of Family Center demonstration sites and the hiring of necessary staff.[24]

There are four Family Centers in the state, two on Oahu, and one each on Molokai and Hawaii.[25] DHS has contracted with the Hawaii Community Services Council ("HCSC"), a nonprofit community planning and problem solving organization, to implement the Family Center project.[26] HCSC has taken the responsibility for planning, administration, development of additional funding sources, staff training and designing a means of evaluatiing the Family Center program.[27] Each Family Center is operated by a community lead agency experienced in providing community services.[28]

The programs and services offered by each family center are tailored to the needs of the specific community in which it is located. Some of the core services which may be provided by a Family Center include: parenting skills; infant and child stimulation activities to maximize child growth and development; outreach services targeted at community organizations, families, youth, and others to ensure community awareness, acceptance, and participation; health care and family planning services; assessment and treatment planning for developmental problems of the parent or the child; temporary developmental child care for the offspring of parents receiving services on-site; peer support activities; educational services, such as post-high school classes and instruction to those attempting to earn general equivalency diplomas; and job preparation and skill development services to assist young parents in preparing, securing, and maintaining employment.[29] Other services may be provided by other agencies.[30]

Each Family Center is involved in providing literacy support to its clients to some degree, working with the literacy provider which the particular center feels is the most appropriate.[31] The family centers which were initially created under Act 329 are located on Oahu, the Big Island, and on Molokai.

The Kuhio Park Terrace Family Center is located on the grounds of the Kuhio Park Terrace housing project on Oahu. Headed by Parents and Children Together of Hawaii as the lead agency, the center is a consortium of twenty-five different service providers and agencies, ranging from food banks, to schools, to health providers. Responding to the diverse needs of its clientele, the programs operated by this center range from literacy related classes which are needed by its heavily Samoan clientele, to a food cooperative store in which some of the clients work to gain job skills.[32]

The West Hawaii Family Center, located in the Kona Coast Shopping Center on the Big Island, is designed to be a centralized spot at which all of West Hawaii's families can obtain information about activities, events and services. This center, with West Hawaii Family Support Services as its lead agency, opened in February 1991. It offers personalized information and referral, community education presentations on child development, parenting, children's dental health and nutrition, a toy lending library, and a meeting space for community groups.[33] This center also coordinates with the Department of Education to provide its clients with access to English as a second language classes.[34]

The Molokai Family Center is also in a storefront location from which the lead agencies, Molokai Family Support Services and Molokai General Hospital, provides outreach, fathering classes, toy and car seat lending, respite care, parenting classes and child care. The agencies will be assisted by Healthy Start, and the Department of Education's Parent/Community Networking Center program, and a Community Advisory Council.[35] The center is working with the Office of Children and Youth to develop a family literacy center at the Molokai community school.[36] The Molokai Family Center will also work with the Molokai Interagency Network and ASK 2000 to expand the Center's resource base.[37]

The Kualoa-Heeia Ecumenical Youth ("KEY") Project has been providing family collaboration, strengthening, and neighborhood projects in the nature of a family center, since 1968. It serves the community from Heeia to the North Shore on Oahu. The KEY Project was recently designated as the fourth family center.[38]

The KEY Project Family Center views literacy as an important component of the range of family services which the center provides. With $10,000 of private funding received in 1990, the KEY Project created a part-time position in its family literacy program. The program enrolled about twenty parents who were trained as literacy tutors. The skills of the new parent literacy tutors were coordinated with the needs of about sixty students at Waiahole Elementary School. The program helped both parents and children develop a positive relationship with the school, and also improved the parents' abilities to work with their own children at home.[39]

In January 1992, the KEY Project will start an intergenerational literacy project based on the Kenan Model of family literacy, with funding procured by HCSC. (The Kenan Model is diagrammed in chapter 1. As designed, three times a week, parents and their preschool age children arrive at school together and have breakfast. Thereafter, the parents participate in adult education classes and discussion groups. They also volunteer at the school which their child will eventually attend, in capacities that may range from groundskeeping to kitchen help or tutoring. At the same time, children attend preschool classes. At the end of the day, parents and children leave together. One of the objectives of the program is to make the adults feel comfortable about schools which will enable them to better relate to and help their children. The KEY Project's Family Literacy program is a collaborative effort with Windward School for Adults; Hoku Le'a Schools, Inc., a Kahaluu preschool; and Kahaluu Methodist Church, which is providing space for the adult education classes.[40]

The KEY Project observes that services available at a family center can help remove barriers which are preventing some people from acquiring literacy skills. An individual may want to participate in a literacy program, but may first have to deal with real life obstacles such as acquiring food, shelter and transportation. The KEY Project has an on-site food bank, and an information and referral program which can provide assistance to help remove other barriers. It also houses a youth and family program, Legal Aid, Hui Laulima (a preventative group for elementary school children), an alternative learning center for Castle High School students at risk, and the Kahaluu Seniors Club. Through DHS, it provides counseling for persons at-risk. In collaboration with Windward School for Adults and Kamehameha Schools, a GED program is available. The KEY Project also provides meeting and gathering space for private community groups including hula and kung fu classes, the neighborhood board, weddings, luaus, and other activities.[41]

The KEY Project views its recent designation as a family center as advantageous, in that it will receive funding, training and evaluation, and thereby increase its effectiveness and multiply opportunities for collaboration. It also hopes that the designation will raise awareness of the family center as a constructive means of dealing with community issues and development.

As of this writing, an evaluation of the family centers is expected to be available soon. Reportedly, feedback to date is very positive, and suggests that the centers are enjoying increased patronage, that they are becoming community hubs, and that center contact is being initiated by other service providers. The programs of each family center are monitored and evaluated by an advisory council appointed by the Governor.[42]

DHS as a Location for an Office of Literacy

The current Deputy Director of DHS is the former Director of the Office of Children and Youth ("OCY"). The Deputy Director believes that the Governor's Council for Literacy Program ("GCL Program") is functioning well, and she provided the following opinions as to the future of the state literacy program:

> The design of the future state literacy program is a decision which should be made by OCY. The Governor's Council for Literacy Program ("GCL Program") in OCY has fully supported an assessment of statewide literacy needs, the planning and development of literacy pilot projects, and has been an incubator of literacy programs and ideas. OCY must now decide whether the GCL Program will continue to be an incubator. If so, OCY must decide what to do with its pilot projects, since as originally formulated, the GCL Program was not intended to be a provider of literacy services itself. If OCY decides that it wants to deliver literacy services, then the office's mandate could be broadened so that these functions could remain in OCY.[43]
>
> In the event that OCY no longer wishes to administratively support the state literacy program, OCY, with the advice of the Governor's Council for Literacy, should decide the appropriate body to operate the program. Considerations should include whether the program would be best attached to an existing state department or office, in which event that department or office should be involved in the discussions. Attaching the program to DHS might be a possibility, since DHS' emerging philosophy is that family needs are best served by strengthening and empowering the family. Literacy could be viewed as a component of family support and preservation services. Other possibilities include creating a separate office of government for the program, or contracting the literacy program out to a community

organization, such as the anticipated Regional Literacy Resource Center. The final decision, however, should be left up to OCY, rather than mandated by the Legislature.[44]

ENDNOTES

1. Claire Marumoto, Guide to Government in Hawaii (9th ed.), Legislative Reference Bureau (Honolulu: January 1989), p. 76.
2. Hawaii Rev. Stat., sec. 346-14.
3. Ibid.
4. Telephone interview with Conroy Y. F. Chow, Planning Chief, Department of Human Services, by Laura Sasaki, Researcher, August 20, 1991.
5. Ibid.
6. Hawaii Rev. Stat., sec. 346-261.
7. Hawaii, Department of Human Services, "JOBS Do It Now!" (Honolulu: October 1990), p. 4.
8. Ibid., pp. 5, 7.
9. Ibid., p. 8.
10. Hawaii Rev. Stat., sec. 346-263; letter from Lynn Fallin, Deputy Director, Department of Human Services, to Laura Sasaki, Researcher, February 1992.
11. Telephone interview with Gary Kemp, Special Assistant, Job Opportunities and Basic Skills Program, Department of Human Services, State of Hawaii, by Laura Sasaki, Researcher, August 23, 1991.
12. Ibid.
13. Ibid.
14. Ibid.
15. Ibid.
16. Ibid.
17. Ibid.
18. Ibid.
19. Chow interview, supra n. 4; telephone interview with Marilyn D. Muttick, Director, Family Center Program, Hawaii Community Services Council, by Laura Sasaki, Researcher, August 21, 1991; "Family Support Services of West Hawaii Annual Report 1990" (Kona: undated), p. 2.
20. Muttick interview, supra n. 19.

21. 1990 Haw. Sess. Laws, Act 329.

22. Ibid.

23. Ibid.

24. Ibid.

25. Muttick interview, supra n. 19.

26. Ibid.

27. Hawaii, Department of Human Services, Planning Office, "Family Center Demonstration Project (Act 329, SLH 1990) Status Report" (Honolulu: March 1991), p. 1. (Mimeographed.)

28. Ibid.

29. 1990 Haw. Sess. Laws, Act 329.

30. Ibid.

31. Muttick interview, supra n. 19.

32. Ibid.

33. "Family Support Services of West Hawaii Annual Report 1990", supra n. 19.

34. Muttick interview, supra n. 19.

35. Ibid.

36. Ibid.

37. Ibid.

38. Telephone interview with Paulette Gose, Executive Director, Kualoa-Heeia Ecumenical Youth Project, by Laura Sasaki, Researcher, December 30, 1991.

39. Ibid.

40. Ibid.

41. Ibid.

42. Muttick interview, supra n. 19.

43. Telephone interview with Lynn Fallin, Deputy Director, Department of Human Services, by Laura Sasaki, Researcher, August 21, 1991.

44. Ibid.

CHAPTER 6

DEPARTMENT OF LABOR AND INDUSTRIAL RELATIONS

Introduction

The Department of Labor and Industrial Relations ("DLIR") administers programs to improve job opportunities with job training and placement programs; protect the employment rights of workers; promote a safe and healthy working environment; and ease the economic hardship of workers during disability or temporary unemployment.[1]

Most of the literacy related programs within DLIR are overseen by the Office of Employment and Training Administration.[2]

Office of Employment and Training Administration

The Office of Employment and Training Administration ("OETA") administers employment and training programs, guided by a mission of making people employable.[3]

About twenty percent of those seeking employment training through OETA read at below the seventh grade level; OETA considers this group to be functionally illiterate. OETA provides a limited amount of literacy training through subcontractors, and may even provide literacy services itself if a large enough group is in need. More frequently, it will refer persons needing literacy training to the Adult Basic Education Program of the Department of Education.[4]

Most of the literacy related programs administered by OETA are available through federal funding under the Job Training Partnership Act ("JTPA").[5] The primary goal of JTPA is to assist individuals in becoming economically self-sufficient. Under JTPA, federal funds are allotted to states for the development of locally administered programs of remedial education, job training and employment assistance for target groups (low income, minorities, youth, senior citizens, and the handicapped).[6] The program emphasizes training rather than subsidized employment or income transfer. While the main focus of the program is on serving the economically disadvantaged, JTPA also provides funds for serving other groups of individuals who are facing substantial barriers to employment.[7]

Recognizing that job training programs must be responsive to the needs of business and industry, JTPA requires that each state establish an ongoing partnership with the private sector. Close coordination between job training, employment services, vocational education and other related services in the area is also required.[8] To provide a structure for implementation of programs under JTPA, the counties of Hawaii, Honolulu, Kauai and Maui have been designated as service delivery areas ("SDA").[9] Each SDA has a private industry council. In partnership with a local elected official, the private industry council sets up a program to deliver job training services.[10]

Because the JTPA program is oriented toward providing services to the economically disadvantaged, OETA finds that JTPA participants include a proportionate share of those with literacy needs. During program year 1988, the JTPA Program in Hawaii served 5,326 individuals.[11] The specific JTPA programs in which participants in need of literacy services are most frequently encountered, are described below.

The JTPA Basic Title II-A grant is targeted only at the economically disadvantaged. Under this grant, OETA subcontractors may provide basic skills training in reading, writing and arithmetic. In practice, OETA generally finds it more cost-efficient to refer persons in need of literacy skills to DOE's Adult Basic Education program, or another literacy service provider, which enables it to use moneys so saved for occupational and employability skills training.[12]

Under Title II-B of the JTPA, OETA subcontractors operate summer programs for economically disadvantaged youths, in which the youths are given part-time summer jobs and also attend school. OETA found that some fifteen- and sixteen-year-old youths in the program were reading at the third and fourth grade level. The youths are provided with literacy training in connection with the summer program.[13]

Under Title IV of the JTPA, subcontractors operate special programs through funds from OETA. One is specifically for persons of Samoan ethnicity who display considerable difficulty with basic skills such as English, reading and writing. Training is provided through the University of Hawaii Employment Training Office. Most participants are either unemployed or economically disadvantaged, and attend school full time.[14] The Job Help Stores, which operate on each of the major islands, is another OETA program funded under Title IV of the JTPA. This program is primarily for Asian immigrants and Pacific Islanders. The program provides some basic skills training and English as a second language project.[15]

Under Title I of the JTPA, OETA subcontractors operate the Older Individuals Program for economically disadvantaged persons fifty-five and older who seek employment. As the funding for this program is relatively small (approximately $150,000 statewide), participants in need of basic skills training are referred by subcontractors to different state agencies, in particular the Department of Education's adult day schools.[16]

Other Literacy Related Activities

DLIR supports literacy activities in the community in other ways, which include having a representative on an informal committee which advises the S.U.C.C.E.S.S. Program,[17] as well as on the Governor's Council for Literacy.[18] DLIR believes that awareness of workplace illiteracy is an area of significant concern, but feels its programs have not aggressively pushed the issue.[19] Several years ago, DLIR privately contracted for the preparation of a handbook entitled Labor & Literacy - A Working Partnership, which was developed to assist the hotel industry in creating basic skills literacy programs for their employees. The handbook covers topics ranging from setting up a literacy program and finding professional support, to case studies.[20] DLIR reports that the handbook does not seem to have resulted in requests for assistance in creating workplace literacy programs.[21]

ENDNOTES

1. Claire Marumoto, Guide to Government in Hawaii (9th ed.), Legislative Reference Bureau (Honolulu: January 1989), p. 80.
2. Telephone interview with Robert Watada, Administrator, Office of Employment and Training Administration, Department of Labor and Industrial Relations, August 20, 1991.
3. Guide to Government in Hawaii, supra n. 1; Watada interview, supra n. 2.
4. Watada interview, supra n. 2.
5. Ibid.
6. Guide to Government in Hawaii, supra n. 1.
7. Hawaii, Job Training Coordinating Council, Job Training Partnership Act Annual Report to the Governor for Program Year 1988 - July 1, 1988 to June 30, 1989 (Honolulu: May 1990), p. 1.
8. Ibid.
9. Ibid., p. 7.
10. Watada interview, supra n. 2.
11. JTPA Annual Report, supra n. 7.
12. Watada interview, supra n. 2.
13. Ibid.
14. Ibid.
15. Ibid.
16. Ibid.
17. The S.U.C.C.E.S.S. Program is discussed in chapter 1 under the subtitle, "Workplace Literacy Programs".
18. Watada interview, supra n. 2.
19. Ibid.
20. Hawaii, Department of Labor and Industrial Relations, Labor & Literacy - A Working Partnership (Honolulu: undated), p. 1.

21. Watada interview, *supra* n. 2.

CHAPTER 7

DEPARTMENT OF PUBLIC SAFETY

Introduction

The Department of Public Safety ("PSD") provides a statewide service delivery and offender management system to Hawaii's criminal justice system, the police, prosecutors, courts, corrections, parole, and other public safety agencies. The Department's mission is to facilitate, coordinate, and enhance the preservation and maintenance of public and social order, and the preservation and rehabilitating of criminal offenders.[1]

Instructional Programs for Inmates

Participation in education, vocational training or a prison industry program was made a precondition of parole eligibility by legislation passed in 1988.[2] Although under the current law, pretrial inmates and sentenced misdemeanor convicts are not required to participate in such programs,[3] sentenced felon participation rates are expected to exceed eighty-five percent as a result of this legislation.[4] In 1990, convicted felons represented approximately fifty-six percent of the total prison population.[5]

Each of the State's eight correctional facilities offers education to all eligible incarcerated inmates in a variety of areas and levels.[6] Educational level tests are administered to new intakes, and inmates are periodically retested, to determine their educational needs.[7] An Individualized Education Plan is designed for each inmate participant.[8]

Results of educational level testing administered to 534 inmates during fiscal year 1990-1991 revealed that 245 of those tested were eligible for literacy instruction.[9] During fiscal year 1990-1991, 264 inmates participated in literacy classes, or 15.5 per cent of the 1,706 participating in an instructional education program.[10] Literacy programs and approaches vary between facilities, with the PALS, LVA, Discover Intensive Phonetics, Phonics: Meaning and Life Skills, and Laubach methods being among the most common. PSD views literacy as including acquisition of math skills.[11] Math classes are taught by instructors from PSD and the Department of Education ("DOE"), usually by an individualized tutorial, or in small groups.[12]

Inmates meeting certain educational test levels may participate in DOE's Adult Basic Education classes. They may receive General Education Development ("GED") preparation instruction, and may participate in final testing for a GED high school diploma. Qualified inmates often have the opportunity to take college credit courses which may lead to the award of an Associate of Arts degree.[13]

Family Literacy Programs

With funds provided by the Legislature, PSD is implementing a new residential program, the "Mother-Infant Program", in which selected incarcerated female inmates will be able to live with their children. The new facility, scheduled to open on Oahu in spring 1992, will accommodate up to ten mothers, and up to fifteen children under age six. Female inmates eligible for this program must have at least twenty-four months left to serve on their sentence, with no history of violence or child abuse, and have at least one child under age six, or be pregnant.[14] Catholic Charities has been contracted to operate the Mother-Infant Program.[15]

In anticipation of adding a family literacy component to the Mother-Infant Program, PSD applied for a $50,000 grant from the Barbara Bush Foundation. PSD states that family literacy programs recognize the important connection between the parent's own education and the impact on the child's expectations and future academic success. The department believes that family literacy can help break the intergenerational cycle of undereducation and underemployment. Although grant funding from the Barbara Bush Foundation was denied, PSD will continue to work with the Catholic Charities, the Hawaii State Public Library System, and Hawaii Literacy, Inc.[16] PSD states that it is deeply concerned with the development of literacy programs and resources, and that it will continue to work toward this end with the Office of Children and Youth, the Governor's Council for Literacy, Hawaii Literacy, Inc., the Spaulding Foundation, and the Department of Education Literacy Coordinators from the Community Education program.[17]

Workplace Literacy Project

A successful workplace literacy program for aspiring and incumbent Adult Corrections Officers ("ACOs") was operated by PSD in partnership with the University of Hawaii Community Colleges Employment Training Office. The Department previously administered "Project S.M.A.R.T." ("Security Management and Responsibility Training"), also known as the "ACO Career Development Course", under a grant from the United States Department of Education. This was one of the first programs in the country in which two state agencies (PSD and DOE) joined with a union (United Public Workers) and an educational institution (The University of Hawaii Community Colleges) to work with ACOs on a statewide basis.[18] More information on this project appears in the chapter of this report on the University of Hawaii Community Colleges.

ENDNOTES

1. Claire Marumoto, Guide to Government in Hawaii (9th ed.), Legislative Reference Bureau (Honolulu: January 1989), p. 54.

2. 1988 Haw. Sess. Laws, Act 147; Hawaii. Rev. Stat., sec. 353-64.

3 Interview with John Brough, former Educational Services Officer, Department of Public Safety, Division of Corrections, by Jean P. Creadick, Researcher, September 20, 1990.

4. Hawaii, Office of Children and Youth, Bridges to Literacy (Honolulu: March 1989), p. 27.

5 Brough interview, supra n. 3.

6. Memorandum from Carol Greco, Education Program Staff Specialist, Department of Public Safety, to Laura Sasaki, Researcher, December 20, 1991.

7. Ibid.

8. Ibid.

9. Ibid.

10. Ibid.

11. Ibid.

12. Ibid.

13. Ibid.

14. Telephone interview with Mary Clark, former Education Program Staff Specialist, Division of Corrections, State of Hawaii, Department of Public Safety, August 20, 1991.

15. Ibid.

16. Ibid.

17. Brough interview, supra n. 3.

18. Telephone interview with Kathleen McKenzie, Program Coordinator, Project S.M.A.R.T., University of Hawaii, Community Colleges, Employment Training Office, August 20, 1991.

CHAPTER 8

OFFICE OF THE GOVERNOR OFFICE OF INFORMATION

The Office of Information is a program within the Office of the Governor, designed to deliver services to effectively meet the informational needs of the community. The Office responds to inquiries concerning the functions of government, the services rendered by governmental agencies, and the status of various programs affecting the quality of life in the community. It assesses the effectiveness of informational services administered by the administrative offices of state government and implements methods that will more effectively publicize public notices and announcements.[1]

More specifically, the Office of Information handles about 220 to 225 telephone inquiries a day for information and referrals, and about 24 to 40 letter inquiries every week. Part of the Office prepares or assists in preparing the Governor's ceremonial and congratulatory messages, which number approximately 1,300 to 1,500 per year; plus about 200 to 300 proclamations annually; condolences and material for printed programs to be read on occasions. The Office also houses the Governor's official photographer.[2]

Pursuant to legislation passed in 1990, the Office of Information has established a network of six satellite information offices which provide information and referrals in outlying areas of the State. They are equipped with touchscreen information systems, "Hawaii FYI" terminals, and free photocopying and facsimile machine services for state materials. Additionally, the satellites will issue marriage licenses, process state identification card applications, and some will have available general excise tax license applications. Small conference rooms will be available for legislative and executive department meetings.[3] The pilot demonstration phase calls for satellites in Windward and Leeward Oahu, the Big Island, Maui, and Kauai.

Act 218 of the 1991 legislature assigned the Office of Information responsibility for Capitol tour programs during the period that the State Capitol is closed for asbestos mitigation and renovation. The Office has produced a videotape about the Capitol to offer a means whereby visitors may "see" the building while it is closed. The Office is in the process of establishing a Capitol District Visitor Center at the newly-acquired Mabel Smyth Building to accommodate a bigger, auditorium-sized audio-visual presentation and to orient tour groups--mainly school groups--to the Capitol and other visitor and tour programs available in the Capitol District.[4]

The Director of the office opined that it would be "a liberal interpretation" of the office's functions to place literacy program activities in it, and suggests that it would be more appropriate to house a literacy program in the Department of Education or the Hawaii State Library System.[5]

ENDNOTES

1. Hawaii, Legislative Reference Bureau, Guide to Government in Hawaii, 9th ed. (Honolulu: 1989), p. 11.

2. Telephone interview with James Manke, Director, Office of Information, State of Hawaii, June 21, 1991.

3. Ibid.

4. Letter from James Manke, Director, Office of information, State of Hawaii, to Laura Sasaki, Researcher, December 4, 1991.

5. Manke interview, supra n. 2; Manke letter, supra n. 4.

CHAPTER 9

VIEWPOINTS ON AN OFFICE OF LITERACY

Introduction

This Chapter presents some of the reactions to the concept of creating an Office of Literacy, raised by House Resolution No. 329 (1989). In Part I of this Chapter, viewpoints are provided by several persons outside of state government who are familiar with literacy issues, and also from a University of Hawaii professor who has been working with the Governor's Council for Literacy. Part II highlights some of the viewpoints of selected state agencies which have been set forth in greater detail in previous chapters of this study.

Part I

For this part, interviews were obtained from the following persons who are familiar with literacy issues in this State, and who are not state employees: Stanford Manuia,[1] an attorney who is the current Executive Chairperson for the Governor's Council for Literacy; E. Lynne Madden,[2] Executive Vice President of The Madden Corporation, who served as the first Executive Chairperson of the Governor's Council for Literacy, between 1987 and 1990; and Janet Morse,[3] the Executive Director of Hawaii Literacy, Inc., the largest private provider of literacy services in the State. Additional insights on the concept of an Office of Literacy were provided by Dr. Kathleen Wilson,[4] Chair, Department of Urban and Regional Planning, University of Hawaii at Manoa, who has been working on planning issues with the Governor's Council for Literacy Program.

Stanford Manuia

The need to continue the public-private partnership for literacy created by the Governor's Council was emphasized by Stanford Manuia, who is the current Executive Chairperson for the Governor's Council for Literacy. Points raised by Mr. Manuia include the following.

Hawaii has become a national leader in literacy. It is possible for us to meet the goal of a literate Hawaii by the year 2000. The key to attaining this goal is in continuing the already established partnership between the public and private sectors, and we will also need to learn more about our students and what inspires them to become better readers. State government's role in the partnership is to promote public/private sector interface and participation.

The literacy effort in this State is highly personality driven. When Governor Waihee's term of office ends, we will no longer have a governmental patron supporting literacy. In order to continue the movement in literacy which we have experienced, we will need a governmental manifestation of the concept of an Office of Literacy.

The State has the ability to call people together. The Office of Literacy could coordinate statewide literacy activities and act as an interface between the public and private sectors. It could qualify, certify and monitor literacy providers--functions which are needed in order to maintain accountability for government moneys. It could also act as a clearinghouse for information on literacy programs and available funding.

Placing the Office of Literacy at the cabinet level would give it clout and appeal. But it is uncertain how the Legislature would feel about creating a new bureaucracy by establishing a separate Office of Literacy. There is probably a greater opportunity to stretch the legislative dollar by continuing to function in the current style, with the state literacy program operating within an existing cabinet level office, than by creating a separate Office of Literacy. There would probably be resistance at the departmental level to the idea of putting the Office of Literacy within an existing department of state government, which would require departmental staff to stretch their existing responsibilities further.

The Governor's Council for Literacy ("Governor's Council") has discussed dismantling itself when Governor Waihee's term of office ends. The idea has caused some alarm, because it would place on the State the burden of deciding how limited literacy funding would be allocated, when no acceptable formula for such a distribution has been developed. Consequently, the Governor's Council will probably not disband, but will need to be renamed after Governor Waihee leaves office. Whether the Council will continue in the capacity of seeding literacy programs, and stressing the family orientation toward literacy, also needs to be decided.

Government needs to provide at least forty percent of the funding toward the state literacy effort. The private sector is cautious of governmental participation without substantial funding. It is impractical to expect the private sector to take over the literacy efforts of the State. The private sector cannot assume the responsibility when it does not have the right or opportunity to fully access the schools, family support agencies and families. Groups that have rallied for literacy programs and projects may be tiring out.

Between now and 1993, a delegation should be set to make a recommendation to the Legislature as to where in state government to create a permanent Office of Literacy. The delegation should be comprised of representatives of the Departments of Education, Labor and Industrial Relations, Human Services, and the Office of Children and Youth; or alternatively, representatives of the literacy needs of young children and early childhood development, teens in school, vocational training, and adults.

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E. Lynne Madden

E. Lynne Madden advocates the establishment of a new "Office of Lifelong Learning" to oversee programs that would keep Hawaii's people in step with changing technology. Ms. Madden was the first Executive Chairperson for the Governor's Council for Literacy, serving in that capacity between 1987 and 1990. Her comments were as follows.

Literacy is a very large and important problem, but the concept of "literacy" can no longer be limited to the acquisition of reading skills. Rather, it must be viewed in terms of an individual's ability to function on the job and in society. Increasingly sophisticated world technology means that the skills which make a person literate are ever changing. Consequently, children must start their education at a younger age, and people need to remain in school longer. The United States is about twenty years behind much of the rest of the industrial world in teaching the skills that would enable its population to keep up with technology. At our current pace, whether Hawaii will meet its goal of a literate Hawaii by the year 2000 is questionable.

State government should respond by establishing an "Office of Lifelong Learning" ("OLL"), which would provide leadership toward a vision of keeping Hawaii's population abreast with changing times. The OLL would be an umbrella office which would oversee, support and evaluate the many programs which would be operated in line agencies, related to innovative and high technology education programs and literacy pertinent to their respective clientele. The OLL would develop new ways to teach young children, and ways to ensure that jobs created by new technology can be filled by our population. Many companies around the world would like to be housed in Hawaii, but they question the sophistication of our workforce. Since we cannot compete with the low cost of labor in Asian and other foreign countries, we should develop and market our intellectual capabilities.

The OLL would help create partnerships with business, labor, education and government in supporting literacy programs, literacy providers, volunteers, and students, as the Governor's Council does now. It would coordinate information on literacy programs and possibly on available funding. In this regard, the OLL could house the Literacy HOTLINE. Its activities would be supported by an advisory body such as the Governor's Council, which would facilitate networking activities. The OLL might participate in setting up innovative pilot programs, but would not be saddled with operating programs or providing literacy training itself.

The OLL would be enhanced if it had the ability to market to business, labor, education and government its successful pilot programs. This would provide additional resources for expansion of viable programs.

The OLL would need its own office space, but would be administratively within the Office of the Governor, since it would need the ability to move quickly. The OLL would assume many of the coordination functions now provided by OCY and the Governor's Council for Literacy Program (the "GCL Program"), but OCY could continue to provide the children and family literacy component of the State's literacy efforts.

Janet Morse

Janet Morse is the Executive Director of Hawaii Literacy, Inc., a nonprofit organization which is the largest private literacy service provider in the State. Ms. Morse feels that there is a need for an Office of Literacy which would coordinate the work of literacy providers statewide, and which would support both adult and family literacy programs. Some of her insights follow.

There has been a tremendous effort made to raise awareness of the problem of literacy. It is difficult, however, to determine how many people are being helped by this effort. Literacy providers are currently playing "catch up" with persons who have already been through the educational system, but who are nonetheless illiterate. If inroads on the problem of illiteracy are to be made, people must graduate from the educational system with much higher abilities than those with which they are currently emerging. If the majority of people graduating from high school possessed high levels of ability, then we would have a chance of attaining the goal of a literate Hawaii. Parents and children must also be worked before the children enter the educational system.

There are still many barriers to literacy in place, both social and economic. In 1990, Hawaii Literacy, Inc., found that 33 percent of the students who dropped out of its literacy program left because of situations over which the organization had no control. For example, students moved away, went in or out of jail, or had to discontinue tutoring because they had to get a second job when the rent increased. In a strong sense, society is getting in the way of enabling people to become literate.

Literacy is a "moveable goal". When literacy is defined as the ability to function within the society in which a person lives, the skills which one needs to possess to function become increasingly sophisticated as society becomes more complex. At our current rate of progress, we are not going to meet the goal of a literate Hawaii by the year 2000.

The idea of establishing an Office of Literacy within state government is a good one, particularly because of the uncertainty as to the future of the State's literacy program after Governor Waihee leaves office. We need a state agency to coordinate the literacy activities on the various islands, and to serve as an information clearinghouse. It would be useful to have a centralized database of information on literacy programs, their measurable results, the numbers of people being reached, and numbers of people whom we still need to reach. While the community colleges, the Department of Education, the University of Hawaii and other state agencies may be cooperating to keep one another informed as to their respective literacy activities, oftentimes volunteer community organizations are not within the information loop. The Office of Literacy could also house the Literacy HOTLINE.

Literacy service providers could use technical assistance and other support which the Office of Literacy might provide. At the least, the office could pull together what exists in these areas and make it accessible to the service providers. The Office of Literacy could also serve as a clearinghouse of information as to what money is available federally and statewide for literacy programs and projects. It might coordinate obtaining funding for different public and private service providers. Currently, the ability to obtain literacy funds among different providers in the State is very uneven. The Office of Literacy would not need to house the Literacy Foundation of Hawaii, as the state literacy foundation is already well placed in the Hawaii Community Foundation.

For several reasons, the Office of Literacy should not itself be a service provider, have programmatic duties, or even run pilot or demonstration projects. First, there are a sufficient number of existing public and private service providers in the State, which need to be strengthened and supported with funding and staff. Second, this would make it difficult for the Office to execute its responsibilities objectively.

The GCL Program is currently handling a number of the responsibilities contemplated of the Office of Literacy by House Resolution No. 329 (1989), but the GCL Program clearly has its hands full. The program is giving good support to the Governor's Council, and to the Oahu Literacy Coalition. It is probably not prepared to support the Oahu Literacy indefinitely, and there is concern whether this voluntary coalition will have the strength to continue its existence if and when the Governor's Council for Literacy disbands. Further, the outer island literacy coalitions have also been struggling. An Office of Literacy could increase support for the neighbor island literacy coalitions.

The GCL Program has been collecting data on literacy projects from neighbor islands through its literacy liaison project, and is starting to collect this information on Oahu. This would be a useful start for a centralized database of information on state literacy activities. Timely evaluation and the obtaining of "measurable results" from various literacy programs is not taking place. This may not be possible because of the differences between service providers. But it would be helpful to have some program evaluation information available, so that the service providers can learn from one another's experiences.

As the GCL Program is housed in the Office of Children and Youth ("OCY"), the program's focus is upon family literacy. It is desirable to keep OCY involved in the statewide literacy effort, but because of OCY's legislatively mandated focus upon families and children, the GCL Program has not given a lot of attention to the literacy needs of nonparents, and to workplace literacy. In this respect, the GCL Program is not currently serving as a primary link between adult student and community based literacy programs and volunteers.

Administratively, the Office of Literacy should be established within the Office of the Governor. This would be important in order for the Office to be effective in bringing the public and private sectors together. It would be highly desirable to create a new executive agency for this purpose, rather than to attach the Office of Literacy to an existing executive office which is mandated to focus its attention on a particular age group. As previously mentioned, the GCL Program is fairly well locked into family literacy because it is placed in OCY, and additionally because of Mrs. Waihee's particular interest in family literacy. The Office of Literacy needs some focus on adult literacy, as well as family literacy.

It may be impractical to create a separate Office of Literacy at this time. If the choices for housing the Office of Literacy are among existing executive agencies, the best choice may be to place the office within OCY. The Office of Information, because of its own lack of visibility, is an unlikely place in which to house the state literacy office. It would be a mistake to administratively house the Office of Literacy within the Department of Education ("DOE") because DOE is viewed by many students as the scene of their failure, and because DOE's highest priority is not adult literacy education.

Dr. Kathleen Wilson

Dr. Kathleen Wilson is the Chairperson of the Department of Urban and Regional Planning at the University of Hawaii at Manoa. She has been working on planning issues with the Governor's Council for Literacy Program. Dr. Wilson emphasized the need to determine the future role of the state literacy program, in order to determine where in state government it would best be placed. She provided the following insights.

When House Resolution No. 329 (1989) was adopted, the literacy initiative at OCY had not started yet. OCY has since accomplished many of the objectives of the Office of Literacy contemplated by the resolution. Today, the basic policy of the executive branch is to streamline and consolidate state bureaucracy, rather than proliferate offices. The Office of State Planning and assistants close to the Governor have made it fairly well known that any recommendation for a new office in and of itself apart from another entity is unlikely to be adopted. This attitude will probably continue even after Governor Waihee leaves office. Consequently, it is probably politically unrealistic to consider establishing another office within the Office of the Governor at this point. An Office of Literacy may at best be an office within an existing office.

The roles and functions of the Office of Literacy will need to be determined, such as whether it will be primarily programmatic and service delivery oriented, or whether it will handle policy development and innovation for literacy matters. The GCL Program in OCY could do part of the creative thinking on this issue, since they have laid a lot of the groundwork. For example, OCY might explore whether it wants to be directly involved in the actual delivery of some programs, or contract them out.

Which existing entity should handle the Office of Literacy is a related concern. Across the country, a typical pattern is for literacy programs to be managed within a line agency such as a department of human services, through an executive branch agency, or in a nonprofit organization which has a strong partnership with a line agency, particularly if the relationship with the Governor is strong.

Under one model, the Office of Literacy could handle policy development and innovation for literacy matters, and partner with others for the initiation and delivery of services, rather than providing services itself. If this is the choice in this State, it would be preferable for the Office of Literacy to remain in an executive agency where it would enjoy greater flexibility than it would in a line agency. Ties to an executive agency enable a program to move quickly, and make it a bit easier to affect the central movement of state leadership than in a line agency which is oftentimes more restrictive in terms of what its employees can do. Within an executive office, it is also easier to initiate legislation, coordinate between departments, and to affect change at the departmental level. The GCL Program has had an unusual amount of freedom and creativity to assemble its program -- it may not have had the same level of success had it been initially placed within a line agency. The rationale supporting placement of the Office of Literacy within an executive level agency is that executive level agencies are usually issue responsive, and literacy is a critical concern of the State.

If the Office of Literacy will be programmatic and service delivery oriented, then it probably belongs in a line agency of government or the nonprofit sector. In this case, we would need to inventory the possible state agencies which might house the office. Each agency would need to be contacted as to pros and cons of having the Office of Literacy spin off from OCY and joining the agency in some manner. Staff must know clearly what preparation would be needed over the next two to three years of this transition period, to prevent things from falling apart. It should not be just a handing of the baton. Philosophically, the Department of Human Services ("DHS") might be an appropriate location for the Office of Literacy since literacy is an issue touching families, children, youth and adults, human development and poverty, the issues which are coalescing in DHS. Literacy needs to be treated in relationship to the context in which issues of literacy affect people's lives. In this regard, we should examine whether literacy is a meaningful component of the agency in DHS that is handling the Job Opportunities and Basic Skills (JOBS) program, and the Governor's Advisory Council on Family Centers, and whether it might be a logical home for the Office of Literacy.

Possibly, the Office of Literacy could be a nonprofit agency partnering with DHS or OCY, with a Governor's appointed advisory board. This is a consideration because the State is exploring innovative ways in which its agencies can work with nonprofits and the business sector.

Organizational development work will also be needed in order to clarify whether the future of the Governor's Council will be as an advisory or a working board, and its role and responsibilities relative to the entity with which it works. Parties who would be important to determining the future role of such a board, relative to line agencies and their work in literacy, would certainly include the Department of Education, the Department of Personnel Services, the Department of Labor and Industrial Relations, and the Department of Human Services. If the literacy program is placed in a line agency, the agency could either directly administer the board, or contract for the purchase of such administrative services.

It will take governmental priorities to keep literacy program in the executive branch, but that is where it would currently be most effective. Evolution in the office is to be expected. Oftentimes, a period of innovation in an organization will be followed by a period of stabilization, communication and diffusion, which usually requires a different type of staffing. If the office is placed in an executive level agency, and literacy issues begin to be resolved, there may be a transition period during which portions of the program are transferred to other agencies and to the nonprofit sector.

Part II

This part highlights some of the viewpoints previously elaborated upon in this study on the concepts raised by House Resolution No. 329 (1989), given by the Office of Children and Youth/Governor's Council for Literacy Program; the Department of Education; the Department of Human Services; and the Office of Information.

Office of Children and Youth/ Governor's Council for Literacy Program

The Office of Children and Youth would like to continue to administer the state literacy program. The GCL Program Literacy Coordinator agrees that the program would best function in an executive level office of government, and feels that this level of attention is merited because literacy is such a timely issue. The Literacy Coordinator feels that it would be appropriate to house the program in OCY on a permanent basis if in the future OCY concentrates on policy making, and emphasizes children and youth in the context of families and communities. She stresses, however, that it would be premature to ask for legislation permanently housing the state literacy program in a specific government agency at this time, as the best means of continuing the public/private partnership and other vital aspects of the literacy program are still being planned by OCY and the GCL Program. Both OCY and the GCL Program believe that it would be unrealistic to create a new Office of Literacy outside of an existing state office.

OCY advocates that the various literacy programs which exist in state government should be enhanced and remain housed where they are now. Each department has its own clientele, and its literacy programs serve students within that niche. Accordingly, literacy programs and activities, including training, should not be consolidated and moved into the Office of Information or the Department of Education. However, if resources are to be maximized, a body does need to exist which can coordinate activities between the state, county and federal governments, between the State and the private sector, and between the State and specific communities.

The GCL Program has made a concerted effort to perform most of the functions of the Office of Literacy proposed by House Resolution No. 329 (1989). Still, data are needed to determine whether literacy services are reaching those designated as targets, and to determine how effective the programs have been. OCY believes that more literacy services are needed particularly to serve the neighbor islands and certain rural communities. With respect to the funding of the statewide literacy effort, OCY would like to see the Legislature prioritize new funding during the next three years in the areas of family literacy programs, seeding new programs, and supporting ongoing programs with training, monitoring and evaluation. But in order to impact the literacy problem, the educational system needs to alleviate the school drop-out problem.

Department of Education

The Department of Education finds that presently there is no pressing need to consolidate the various literacy efforts in the State into a newly created Office of Literacy. Networking and coordination of efforts between the various public and private literacy providers are working well among the providers themselves. To recommend that an additional bureaucratic layer be created to coordinate services is counter to DOE's belief in decentralization.

Instead, existing providers should be supported and encouraged to continue to provide literacy services, and we should encourage the development of new providers, and the expansion of the scope of services being provided to include addressing the real life needs of individuals. Current levels of funding are definitely inadequate to meet student demands for literacy related programs, and there is also a shortage of facilities at which to deliver services.

In order to support literacy initiatives, it would be useful to create, staff and fund a centralized clearinghouse to gather and maintain the following information: grant and other moneys available for literacy programs; detailed information as to all literacy services available in the State in both the public and private sectors; and measurable results of the various literacy programs.

Department of Human Services

The Deputy Director of the Department of Human Services believes that the design of the future state literacy program is a decision which should be made by OCY. OCY must now decide whether the GCL Program will continue to be an incubator of literacy programs and ideas, or a provider of literacy services itself.

In the event that OCY no longer wishes to administratively support the state literacy program, OCY, with the advice of the Governor's Council for Literacy, should decide the appropriate body to operate the program. Considerations should include whether the program would be best attached to an existing state department or office, in which event that department or office should be involved in the discussions. Attaching the program to DHS might be a possibility, since DHS' emerging philosophy is that family needs are best served by strengthening and empowering the family--literacy could be viewed as a component of family support and preservation services. Other possibilities include creating a separate office of government for the program, or contracting the literacy program out to a community organization, such as the anticipated Regional Literacy Resource Center. The final decision, however, should be left up to OCY, rather than mandated by the Legislature.

Office of Information

The Director of the Office of Information opines that it would be "a liberal interpretation" of the office's functions to place literacy program activities in it. He suggests that it would be more appropriate to house a literacy program in the Department of Education or the Hawaii State Public Library System.

ENDNOTES

1. Interview with Stanford Manuia, Executive Chairperson, Governor's Council for Literacy, by Laura Sasaki, Researcher, November 20, 1991; memorandum from E. Lynn Madden to Laura Sasaki, March 13, 1992.

2. Telephone interview with E. Lynne Madden (Executive Chairperson, Governor's Council for Literacy 1987-90), The Madden Corporation, by Laura Sasaki, Researcher, December 19, 1991.

3. Telephone interview with Janet Morse, Executive Director, Hawaii Literacy, Inc., by Laura Sasaki, Researcher, November 25, 1991.

4. Telephone interview with Dr. Kathleen Wilson, Chair, Department of Urban and Regional Planning, University of Hawaii at Manoa, by Laura Sasaki, Researcher, August 14, 1991.

CHAPTER 10

ANALYSIS

Introduction

House Resolution No. 329 (1989) suggests that the following functions might be performed by the proposed Office of Literacy:

(1) Coordinate the various components of the state literacy efforts;

(2) Coordinate the functions and activities of the Governor's Council for Literacy;

(3) House the Literacy HOTLINE and be the primary link between the adult student and community-based literacy programs and volunteers;

(4) Provide resources and technical assistance to the literacy service providers; house the state literacy foundation; and

(5) Centralize database information on literacy programs and their measurable results.

This chapter will briefly summarize the extent to which existing state agencies and offices are already performing these functions.

Coordination of State Literacy Efforts

The first proposed function of the Office of Literacy is the coordination of the various components of the state literacy efforts. Coordination efforts have been undertaken within the Office of Children and Youth ("OCY") by the Governor's Council for Literacy Program ("GCL Program") and its Literacy Coordinator/Advocate, by the Governor's Council for Literacy ("Governor's Council"), and the Department of Education's Literacy Coordinators.

The primary coordinator of the GCL Program is its State Literacy Coordinator/Advocate. A Literacy Island Liaison based on each neighbor island, who reports to the Literacy Coordinator, identifies all active literacy programs and resources, and collects data on program activity. Each liaison links the GCL Program with the liaison's local County Literacy Coalition, which is described as a "mini-Governor's Council". Liaisons work with the coalitions to support their development, and help set community literacy priorities. With information from the Literacy Island Liaisons, the GCL Program Outreach Project identifies the literacy needs of rural communities. The project also assists existing literacy service providers in the development of suitable literacy services for adults and families within these communities. The Hawaii Team for Family Literacy, also developed through the GCL Program, provides a forum for prospective and existing providers of family literacy programs.

The diverse membership on the Governor's Council includes representatives of government, business, labor and literacy service providers. Participation on the Governor's Council creates an opportunity for statewide networking, exchange of ideas, and support for literacy projects. The Governor's Council published a 64-page Directory of Literacy Services, and a 64 page Directory of English as a Second Language Programs. These publications are resource guides which can be useful to students and providers in locating appropriate literacy and English as a Second Language programs throughout the State. The Directory of Literacy Services is scheduled to be updated during 1992.

The literacy activities of the DOE's eleven community schools statewide are coordinated by the part-time DOE State Literacy Coordinator, who also provides technical assistance to the community schools and to DOE's eighteen Literacy Coordinators. Each community school has at least one Literacy Coordinator, who raises community awareness of available literacy services, attracts adults who need help in acquiring literacy skills, recruits and trains volunteer literacy tutors, and matches adult learners with tutors.

Coordination of the Governor's Council

The second function, coordination of the functions and activities of the Governor's Council, has been primarily undertaken by the GCL Program and its Literacy Coordinator/ Advocate. The GCL Program provides administrative staffing to the Governor's Council at no charge.

Housing of the Literacy HOTLINE, and Linking Adult Student Needs with Services

The third function called for by House Resolution No. 329 is to house the Literacy HOTLINE. Presently, the Literacy HOTLINE is physically housed in OCY and is being staffed by a DOE VISTA volunteer who is under a grant which expires in January 1992. Some individuals have opined that the HOTLINE needs additional trained staff.

The resolution also calls for a primary link between the adult student and community based literacy programs and volunteers. To the extent that this function is currently being served, it may be through the DOE Literacy Coordinators at the community schools. The GCL Program is not perceived as providing this primary link with respect to adult literacy students, perhaps because the GCL Program is housed within OCY, which focuses on families, children and youth, by legislative mandate.

Resources and Technical Assistance

The fourth function would be to provide resources and technical assistance to the literacy service providers. The GCL Program and Governor's Council have offered literacy service providers training opportunities in areas such as family literacy, family support and strengthening, and community development, and have provided updated information on literacy training techniques and methods. Trainers have been provided locally by DOE, and nationally from the National Center for Family Literacy. The GCL Program and the Governor's Council have also supported literacy service providers by providing technical assistance, for example, by assisting in the development of the S.U.C.C.E.S.S. workplace literacy program.

DOE's Community Education Section has also been active in literacy program training, which it has provided at the request of the Governor's Council as previously stated, the Hawaii State Adult and Community Education Advisory Council, and others. The Community Education Section is also available to provide technical assistance to all businesses which request support in creating workplace literacy programs. Community Education Section staff meet monthly with all community school principals to develop support systems for training, program and project management needs. Some community schools have a Learning Center, which offers enhanced and supplementary learning opportunities suited to the particular needs of the community.

The DOE's Literacy Coordinator is responsible for providing technical and other literacy related assistance to the community schools, including training and monitoring of the eighteen DOE Literacy Coordinators. The Literacy Coordinators in turn provide training and support services for volunteer literacy tutors. During the quarter ending August 1991, there were 276 literacy tutors actively volunteering in the DOE community schools.

Literacy resources available through the various University of Hawaii Community Colleges have included at different times, literacy conferences and workshops, learner competency assessment services, workplace literacy support, tutor training, and learning centers.

Finally, there are a number of programs designed to support individuals and strengthen families which may be viewed as literacy resources, in that they enable students to participate in literacy programs by supporting their participation or eliminating barriers thereto. The Department of Human Services' Family Centers and JOBS Program, and DOE's Parent-Community Networking Centers ("PCNCs"), are a few examples.

Literacy Foundation

The fifth function would be to house the state literacy foundation. The Public-Private Partners for Literacy Trust Fund is a private charitable trust created by legislation signed into law on July 2, 1991. By statute, this is a separate fund of the Hawaii Community Foundation, a nonprofit corporation, and is administered by a private trust company as trustee. Income and capital gains from the trust will be used exclusively for family literacy programs. Workplace literacy is not expressly addressed by this legislation.

Centralized Database and Measurable Results

The sixth function called for is a centralized database of information on literacy programs and their measurable results. As previously mentioned, the GCL Program's Literacy Island Liaisons are responsible for identifying all active literacy programs and resources, and collecting data on program activity. Each month, the liaisons provide the GCL Program with information on the number of students enrolled in each program, the number of volunteer or professional staff tutors, and the length of time that each stays in the program. Additionally, the Governor's Council published a Directory of Literacy Services, and a Directory of English as a Second Language Programs.

OCY notes that data are needed to determine whether literacy services are reaching those designated as targets, and to determine how effective programs have been. A review of the general effectiveness of various approaches to literacy was undertaken between July 1990 and January 1991 by the Governor's Council under the leadership of the DOE's Community Education Section (see Appendix E). The Governor's Council reports that it intends to do further work in the area of evaluation and measurable results of literacy programs.

CHAPTER 11

FINDINGS AND RECOMMENDATIONS

This chapter contains the findings and recommendations of this study with respect to the issues raised by House Resolution No. 329 (1989).

Findings

"Literacy" is a term which is capturing considerable attention on both a state and national level. In this State, the magnitude of the illiteracy problem was documented by the results of the November 1988 to January 1989 Statewide Literacy Needs Assessment. The problem gained additional attention in Bridges to Literacy, a March 1989 publication of the Office of Children and Youth ("OCY"), which highlighted results of the assessment and set out a statewide plan for literacy.

Still, a universal definition of the meaning of the term "literacy", much less a list of specific skills which a literate individual must possess, does not exist. Rather, in this State, "literacy" is approached in large part as an important adjunct to many varied state programs. In many cases, state agencies develop their literacy related activities as part of their broader effort to deliver educational, social, employment and other services to their respective clients. As a result, a variety of programs have developed which serve a diverse population with a varying literacy related needs and interests. This approach reflects the trend toward viewing literacy in terms of functional goals--enabling an individual to function adequately in his or her culture as an effective worker, citizen, parent, and consumer.

The Department of Education ("DOE") is one of the largest providers of literacy services for adults in the State. Its eleven community schools, with more than three hundred satellites, are major vehicles through which its adult literacy programs are delivered. Approaches include instruction in basic skills development, naturalization training, adult literacy education tutorial services, the English as a Second Language program, parent/child/family support programs, and special projects supported by federal grants. DOE also provides training to literacy service providers and tutors.

Within state government, a variety of other literacy programs and services are also being provided by the Department of Human Services, in connection with its Job Opportunities and Basic Skills program clients, and through its new Family Center program; the Department of Labor and Industrial Relations in its administration of the Job Training Partnership Act; the Hawaii State Public Library System; the Department of Public Safety; the Community Colleges, and perhaps others. The Office of Information reports no direct involvement in literacy programs. Chapter 10 of this study discussed the extent to which the functions of an Office of Literacy, as contemplated by House Resolution No. 329 (1989), are being currently performed.

Business, labor, government and literacy service providers are working together on a voluntary basis through the Governor's Council for Literacy ("Governor's Council"). These interests are creating public-private partnerships toward the common goal of achieving a "Literate Hawaii" by the year 2000, and these partnerships are helping to maximize resources and funds available in the statewide literacy effort.

The Governor's Council for Literacy Program ("GCL Program"), which is housed physically and administratively within OCY, voluntarily staffs the Governor's Council. The GCL Program and its State Literacy Coordinator/Advocate work with the Governor's Council to develop public-private literacy partnerships, to support existing literacy projects and services, and to seed new ones. Most recently, the Council and the GCL Program have focused upon the "family literacy" approach, and they are now working on an "ASSET" model of delivery which will integrate components of an adult, family and community learning system.

Many of those involved in statewide literacy efforts who were interviewed for this study had high praise for the work of the Governor's Council and GCL Program. However, there was also criticism. Some feel that the GCL Program has favored family literacy to the exclusion of nonparents and workplace literacy approaches, in part because the program is housed within OCY, which has a mission of servicing children, youth and families.

Several persons commented that the educational system must take certain steps to meet the needs of the population and changing times. The observation was made that we must begin educating children at a younger age, to keep people in school longer, and to produce students who emerge from the educational system with greater skills than those with which they are currently emerging. It was noted that the skills which an individual will need in order to function will increase as society becomes more and more complex, relevant to the issue of literacy since the Governor's Council and many others define the term in the context of an individual's ability to read, write, and speak on the job and in society. Another comment was that it will be difficult to make inroads on the state illiteracy problem unless DOE better handles the school drop-out problem. Several persons also questioned whether the goal of a literate Hawaii would be achieved by the year 2000. The observation was made that society is standing in the way of literacy, in the sense that the struggle for such basics as housing, transportation and income, may interfere with a potential literacy student's participation in a literacy program.

There was consistent concern as to the future of the literacy program of this State, particularly because Governor Waihee's term of office will end in January 1994. The GCL Program is not a permanent one, having been administratively placed in OCY by designation of the Governor, and not by formal legislation. The literacy movement in this State has been described as "highly personality driven", which fuels concern for this cause when it loses the patronage of the Governor, and First Lady Lynne Waihee. It was well acknowledged that the Governor's affiliation of the Governor's Council, and the support which the Council has received from the First Lady, have played important roles in raising support for the statewide literacy effort.

The consensus seems to be that the State needs some sort of permanent literacy program, but among those interviewed, there was no agreement as to whether an Office of Literacy should be established, or if established, what its functions would be. Doubt was frequently raised as to the political practicality of creating a new Office of Literacy separate from other existing offices, in this age of downsizing government offices. DOE articulated this in its statement that "[t]o recommend an additional bureaucratic layer be created to coordinate [literacy] services is counter to DOE's belief in decentralization."

OCY and the GCL Program are now working on a plan for the GCL Program's future. In this regard, it was noted that with the passage of the National Literacy Act in July 1991, prospects have emerged for greater national support for state literacy efforts. The Act provides for a program of grants to states to support state and/or Regional Literacy Resource Centers, and for specified literacy programs. Certain grants require that specific criteria be met, such as coordination between agencies and organizations providing literacy services, or the establishment of advisory committee which is similar to the Governor's Council. OCY, the GCL Program and DOE are in the process of examining the new resources created under the Act, and how they can best be maximized in the literacy efforts of this State. OCY believes that a major aspect of the State's future program will be the development of a Regional Literacy Resource center, which would include a component of training and support of literacy program development. Rather than consolidating the various literacy programs that exist in state government into one agency or office, OCY prefers that the programs, including the GCL Program currently housed in OCY, remain housed where they are now.

DOE favors the creation and funding of a clearinghouse which would gather and maintain certain information to support literacy initiatives, specifically information as to grant and other moneys available for literacy programs and projects; the literacy services available in the State in both the public and private sectors; and measurable results of various literacy programs. Some others, including OCY, do support the idea of some yet to be identified entity or body coordinating statewide literacy activities. The body might perform the clearinghouse activities suggested by DOE, and also some combination of the following activities: coordinating and/or providing technical assistance and support to literacy service providers and programs; qualifying, certifying, and monitoring literacy providers; and interfacing between the public and private sectors as the Governor's Council does now. An opinion was also given by the private sector that the entity or body should not be performing programmatic duties if it is also providing support and coordination, since it would be too difficult for the entity to remain objective.

Another suggestion was to create a separate office in state government which would provide leadership toward a vision of keeping Hawaii's population in step with an increasingly sophisticated society. This umbrella office would oversee, support, and evaluate the many programs which would be operated in line agencies, related to innovative and high technology education programs and literacy, pertinent to their respective clients. This concept relates to literacy again in the context of the individual's ability to function in the society in which the individual lives.

There were varying views as to where an Office of Literacy should be administratively housed, if one is established. The observation was made that where the Office of Literacy will be housed should turn on whether the office will have policy making or programmatic duties. It was submitted that a policy making office would be more effective at the executive level, whereas a service providing office could be attached to an existing department. It was suggested that part of the creative thinking on the issue of the office's duties could be done by the GCL Program, since it has laid much of the groundwork for the state literacy efforts thus far.

The need for the Office of Literacy to remain housed within an Office of the Governor was frequently stressed, because of the perception that this would give the office the ability to call different interests together and to move quickly, as well as general "clout". Among the existing offices of the Governor, OCY was most often seen as the preferred location for an Office of Literacy. Among line agencies, DHS was mentioned several times as a possible location, as DHS' emerging philosophy is that family needs are best served by strengthening and empowering the family, and literacy supports both. The Office of Information does not view itself as a suitable location for an Office of Literacy, and apparently neither did those who expressed opinions on that idea. As previously mentioned, most assumed that if an Office of Literacy were established, it would have to be attached to an existing office or agency, and that a new office of government would not be established for it.

A suggestion also was made that a delegation be set up to make a recommendation to the Legislature as to where in state government to create an Office of Literacy. It was proposed that the delegation be comprised of representatives of DOE, DLIR, DHS, and OCY; or alternatively, representatives of the literacy needs of young children and early childhood development, teens in school, vocational training, and adults.

Literacy is a matter of statewide concern which has been prioritized during Governor Waihee's administration, and has gained considerable momentum in both the public and private sectors. Since the future of the GCL Program in OCY is uncertain, a permanent governmental body needs to be established by legislation to maintain that momentum, and to continue to coordinate and facilitate statewide literacy efforts.

The body should perform activities much as those which have been undertaken by the GCL Program and the adjunct Governor's Council, including program catalyst, coordination and information gathering functions, with respect to all types of literacy programs, whether the programs focus on family, adult, workplace or other approaches to literacy. The body should not be a provider of literacy services itself, and it would not be desirable to sever existing literacy programs from those which currently exist under different state agencies and house them in one office. The current, more disparate approach, whereby state agencies provide literacy services in connection with their broader service efforts, recognizes that different clients have different literacy related needs. Because literacy is of such importance in enabling individuals to function in society, to be responsible citizens, and to reach their personal goals, the body should be administratively housed within the Office of the Governor, in OCY, so that it may act quickly and continue to be able to bring different interests together.

Recommendation

Based on the information obtained for this study, the Bureau recommends that the legislature create, fund, and staff a permanent Governor's Commission on Literacy to be housed administratively within the Office of Children and Youth, which will provide support to literacy programs in both the public and private sectors. The Commission would:

(1) Help to coordinate and facilitate the activities of literacy service providers and literacy programs;

(2) Gather and serve as a clearinghouse of information as to grant and other moneys available for literacy providers and programs, literacy services available in the State, the measurable results of various literacy programs, and statistics and demographics concerning those receiving and in need of literacy services; and

(3) Develop public-private sector literacy partnerships, assisted by a public-private advisory board similar in function and representation to that of the Governor's Council.

The Commission would not itself be a literacy service provider. Rather, state departments and agencies should continue to operate and develop literacy programs to reach their particular clientele. The OCY, whose GCL Program is now performing many of the above-described functions, should continue to provide literacy services to its clientele of children, youth and families.

Appendix A

HOUSE OF REPRESENTATIVES
FIFTEENTH LEGISLATURE, 1989
STATE OF HAWAII

H.R. NO. 329

HOUSE RESOLUTION

REQUESTING A STUDY OF THE OPTIONS SURROUNDING THE CREATION OF THE OFFICE OF LITERACY.

WHEREAS, Hawaii's literacy assessment report and statewide plan was issued in March 1989 by the Governor's Office of Children and Youth and the Governor's Council for Literacy; and

WHEREAS, among its several findings and recommendations was a goal to establish the necessary foundations for an Office of Literacy; and

WHEREAS, according to the literacy assessment report, an Office of Literacy, if established, would coordinate various components of literacy efforts in the State of Hawaii including county programs, special needs programs, and state agency programs; and

WHEREAS, the Office would also coordinate the functions and activities of the Governor's Council for Literacy, house the literacy HOTLINE and be the primary link between the adult student and the community based literacy programs and the volunteers; and

WHEREAS, the Office would also provide resources and technical assistance to literacy service providers, be the home of the Literacy Foundation of Hawaii, and centralize data base information on literacy programs and their measurable results; now, therefore,

BE IT RESOLVED by the House of Representatives of the Fifteenth Legislature of the State of Hawaii, Regular Session of 1989, that the Legislative Reference Bureau is requested to review the possible options dealing with the creation of an Office of Literacy, as contained in Goal Five of the Literacy Assessment Report; and

BE IT FURTHER RESOLVED that the study examine the stated duties and functions assigned to the proposed Office of Literacy, compare them with the duties and functions of other state agencies that deal with literacy, including the Department of Education, the Office of Children and Youth, and others, and explore the following options:

H.R. NO. 329

(1) Expanding the Governor's Office of Information to include literacy programs;

(2) Incorporate the duties into an appropriate existing department, such as the Department of Education;

(3) Disburse or reassign those duties to existing departments, such as placing information duties with the Office of Information, and programmatic duties with the Department of Education; or

(4) No change;

and

BE IT FURTHER RESOLVED that in order to collect relevant data for this study in a timely fashion, the Department of Education, the Governor's Office of Information, the Governor's Office of Children and Youth, and the Governor's Council for Literacy cooperate fully in this study, and submit copies of all available reports, studies, statistics, memoranda, and other data relating to state literacy programs to the Legislative Reference Bureau no later than May 15, 1989; and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau submit findings and recommendations to the Legislature no later than twenty days before the convening of the Regular Session of 1990; and

BE IT FURTHER RESOLVED that certified copies of this Resolution be transmitted to the Governor, the Director of the Legislative Reference Bureau, the Public Information Officer of the Office of Information, the Director of the Office of Children and Youth, the Chairperson of the Board of Education, and the Superintendent of Education.

OFFERED BY: Rod Tam

Romy M. Cachola

David Y. Ige

APR 5 1989

HR LRB F2264-1

Appendix B

GOVERNOR'S
COUNCIL
FOR LITERACY

Office of the Governor
Office of Children and Youth
P.O. Box 3044
Honolulu, Hawaii 96802

Mrs. Lynne Waihee
Honorary Chairperson

Stanford M. J. Manuia
Executive Chairperson

E. Lynne Madden
Past Executive Chairperson

Governor's Council for Literacy
1991 HOTLINE REPORT

▨ OVERALL STATS

Year	Total Calls	Males	Females	Students	Tutors	Info
1988	970	315	634	452 (47%)	289 (30%)	203 (21%)
1989	751	257	494	251 (33%)	315 (42%)	175 (23%)
1990	1060	375	628	358 (34%)	238 (22%)	302 (28%)
1991	655	210	435	251 (38%)	170 (26%)	142 (22%)

▨ DATA

1. The proportion of calls is still evenly distributed among "Student", "Tutors", and "Information" categories.

2. These are observations on the kind of calls made in the following categories:

   A. INFORMATION CALLS:
   - Program information on services available
   - Services for children
   - Dyslexia, special needs
   - Community contacts (local, state to state, national)
   - Materials
   - Workplace literacy program set-up

   B. PURPOSE OF CALL - "Other"
   - Requests for posters (3 R's of Love)
   - Promotion, expansion of programs (Workplace program, request for speaker, Dr. wanting to help, etc.)
   - Additional services (Private tutor, volunteer)

C. SOURCE OF CALL - "Other"
- ASK-2000
- Pizza Hut box
- Libraries
- Miscellaneous
  (Gov.'s Liaison, school, bus, National HOTLINE, Rotary, ed. workshop)

INTERPRETATION

1. The awareness and information reaching people seems to be broader, although TV/PSA's is still the most frequently named means. In recent months, when asked about how the caller heard about the HOTLINE number, we are noticing that people name 2-3 sources.
2. One of the roles of the HOTLINE that seems to be growing is that of serving as an information/resource point. We send out packets of materials to students (high school through graduate school), refer callers to providers and related services, and connect the caller with community contacts.
3. We are consistently receiving calls for services in the following areas -- support services for children and special education needs.

STATUS and RECOMMENDATIONS

1. The VISTA position staffed through the DOE/ACTION program ended as of January 9, 1992. Mrs. Gwen Padilla has been with us as of February of last year and has done a wholehearted and dedicated job. Report to follow at March Council meeting.
2. One of the goals of the ACTION/VISTA program is to supply volunteers to programs to enable them to eventually stand on their own. At this point, the HOTLINE may be able to transition over to ASK-2000 as one possibility. Input and ideas are welcomed as this is discussed.
3. Recommendation: Continue PSA's.
4. Recommendation: Plan to phase-in HOTLINE into a resource center context. Its established place in the community and accessibility could serve as an open line with the community, linking resources with points of need.

Governor's Council for Literacy
HOTLINE REPORT: 1991

REFERRALS MADE TO AGENCIES

There are various ways that HOTLINE calls are handled, depending on each situation. Sometimes the HOTLINE will call service providers or agencies directly to refer the caller's information and/or request. At other times, it is more expedient and appropriate for the caller to make the call him/herself. Also, in some cases, a person is referred to more than one agency.

The following figures are submitted for 2 main purposes:

1) As a general indicator of how many DIRECT REFERRALS the HOTLINE is making to the various agencies, and
2) To give a general profile of which organizations the HOTLINE has been working together with in addressing the needs expressed through the HOTLINE calls.

These numbers are presented, not as statistical information, but as a beginning point in the process of obtaining concrete information to describe the statewide literacy needs.

Island/Agency	Student (self)	Student (other)	Tutor	Info	Other	Total # /Refer.
KAUAI						
Kauai Community School for Adults	1	1	8	3	0	13
OAHU						
Aiea Community School/Adults	25	7	29	4	0	65
Assets School	0	0	0	4	0	4
Catholic Charities	0	1	0	0	0	1
Dept. of Public Safety	0	1	0	0	0	1
Dole Parent Center	2	1	0	0	0	3
Farrington Community School/Adults	2	2	2	1	0	7
Hawaii Literacy, Inc.	17	9	33	4	0	63
Kaimuki Community School/Adults	20	10	27	1	0	58
Kalihi-Palama Immigrant Serv. Ctr.	8	1	1	2	0	12
Learning Disabilities Assn. - HI	0	0	0	4	0	4
Local 368 Literacy Program	0	0	0	1	0	1
McKinley Community School/Adults	4	8	13	0	0	25
Samoan Service Providers	1	0	0	0	0	1
UH Reading Clinic	0	0	0	1	0	1
Wahiawa Community School/Adults	19	5	8	1	0	33
Waipahu Community School/Adults	42	8	9	1	1	61
Windward Community School/Adults	19	2	18	4	0	43
MOLOKAI						
Rusty Panui, LIL	2	0	1	2	0	5
MAUI						
Maui Community School/Adults	0	0	3	0	0	3
Maui Hui Malama	3	5	10	1	0	19
BIG ISLAND - Kohala/Kona						
Kona Community School/Adults	2	4	5	1	1	13
BIG ISLAND - Hilo/East Hawaii						
Gwen Kimura, Hawaii Comm. College	0	0	0	1	0	1
Hilo Community School/Adults	1	3	2	1	0	7
Katherine Kahaloa, LIL	10	3	5	6	0	24
OTHER						
National HOTLINE	0	0	0	1	0	1
Sue Berg	0	0	0	2	2	4
TOTAL						473

GOVERNOR'S COUNCIL FOR LITERACY
Hotline Calls: January - December 1991

	DEMOGRAPHICS		TOTAL # of CALLS	GEOGRAPHIC AREA							PURPOSE OF CALL							SOURCE OF CALL						
	Male	Female		Kauai	Oahu	Molokai	Maui	Kona	Hilo	Other	Studnt	Refer	Tutor	Info	Written Material	Prank	Other	Word o/mouth	Agency	TV	Publi	Postr	St Info Office	Other
* January	42	81	123	6	85	2	4	1	5	20	33	10	29	27	0	24	0	0	0	61	0	0	1	16
February	17	36	53	1	38	0	[illegible]	3	8	1	12	14	15	9	0	2	1	1	0	23	3	2	3	8
March	9	33	42	0	35	0	[illegible]	[illegible]	3	0	8	7	10	6	4	0	6	4	0	6	5	0	0	15
April	23	42	65	1	47	1	[illegible]	[illegible]	7	3	26	17	7	7	1	2	1	6	1	25	5	0	2	12
May	22	51	73	2	64	0	2	2	1	2	23	5	18	14	1	0	12	2	3	25	11	7	4	21
June	10	25	35	0	29	0	1	1	3	1	7	3	13	9	0	0	3	2	0	7	11	2	3	10
July	13	33	46	0	35	0	3	1	3	2	9	5	15	10	0	0	5	2	0	11	5	5	2	7
August	13	19	32	2	23	1	1	2	2	1	6	3	11	8	0	0	4	1	0	4	3	4	2	9
* September	21	35	63	1	47	0	2	0	5	0	21	4	15	11	0	6	4	2	0	24	2	2	2	13
October	22	35	59	1	46	0	2	2	4	0	26	2	13	7	6	3	0	0	3	28	1	0	2	8
November	14	31	46	1	28	0	6	4	4	0	6	1	21	12	0	1	3	1	0	10	21	1	1	5
December	4	14	18	1	13	0	1	1	2	0	2	1	3	7	3	1	1	0	0	2	0	2	0	7
TOTALS	210	435	655	16	490	4	31	20	47	30	179	72	170	127	15	39	40	21	7	226	67	25	22	131
Ave/month	17.5	36.3	54.6	1.3	40.8	0.3	2.6	1.7	3.9	2.5	14.9	6.0	14.2	10.6	1.3	3.3	3.3	1.8	0.6	18.8	5.6	2.1	1.8	10.9

* PSA Month

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Appendix C

Selected Excerpts from the ABE Plan

2.0 PUBLIC AND PRIVATE SECTOR INVOLVEMENT

To ensure public and private sector involvement in the development and implementation of the HAWAII STATE PROGRAM PLAN FOR ADULT BASIC EDUCATION, FISCAL YEARS 1990-93, especially in the expansion of the delivery of adult education services, the Department of Education will continue to work with five principal groups (1) the Board of Education and its Adult Education Committee, (2) the school level groups, including eleven community school principals and their School Advisory Councils, (3) the Participatory Planning Committee, (4) the Governor's Council for Literacy and (5) the group of agencies, organizations and institutions directly involved in the education and welfare of the ABE target adults.

2.1 The Board of Education reviews and sets the directions for adult education. The members of the Board are included in **Appendix B**. Upon approval of the State Plan, the Board Chairperson co-signs with the Superintendent of Education, establishing the State Plan as the operational guide for ABE in the State of Hawaii. The Board's Adult Education Committee will serve as on-going liaison with the ABE Program.

2.2 The second group consists of community school principals, members of each school's School Community Council (SCC) and others. The SCC is an organization whose establishment in each Hawaii public school, including the community school, is mandated by Departmental policy and is the ABE Program's principal link with the communities. The SCC is composed of staff, students and community representatives. Its primary function is to advise the principal in all matters related to the school; it meets quarterly. Liaisons with the SEA for this group are the eleven community school principals. Names and other information are included in **Appendix E**.

2.3 The Participatory Planning Committee, comprised of 16 members whose composition was planned to ensure a wide representation of public and private entities as recommended by Federal guidelines, will, at least annually, review the State Plan and its implementation. Their names, titles and addresses appear in **Appendix A**. This group will relate to the totally state-funded Hawaii State Adult and Community Education Advisory Council and to the Adult and Early Childhood Section of the Department of Education which administers the ABE Program.

2.4 The Governor's Council for Literacy has been a special partner in Hawaii's ABE efforts since its establishment four years ago. The Administrator of the Adult and Early Childhood Section of the Department of Education served as its charter chairperson and continues to serve on the Council. The Council not only provides leadership and coordination services but also publicizes available services, including the Literacy Hotline, which is operated and financed by the Department of Education. The Council's current chairperson is Ms. E. Lynne Madden, Executive Chairperson and also Executive Vice President of the Madden Corporation.

2.5 The fifth group consists of developers, reviewers and cooperating entities representing agencies, organizations and institutions closely involved in the ABE Program, including persons/organizations listed in Section 1.5.

Figures 3.1, 3.2, 3.2 and 3.4, following this Section, describes the nature of the involvement of this group as well as the preceding four with the ABE Program.

Column 1	indicates the level of contact generally sustained.
Column 2	indicates whether the organization reviews and comments on the State Plan, an asterisk denoting a major reviewer.
Column 3	indicates a formal partnership in the implementation of a project--one established through a contract, a memorandum of agreement or any written communication formalizing regular staff and other resource commitment.
Column 4	indicates staff and/or participant exchange on a regular basis (i.e. staff services as trainer, consultant, board member, officer, etc.).
Column 5	indicates regular exchange/sharing of materials, facilities, etc.
Column 6	indicates periodical staff exchanges as needed or requested for short term, ad hoc activities.
Column 7	indicates facility or material resource exchanges as needed or requested for non-recurring or occasional activities.

2.6 Networking and continued involvement of the five groups over the next four years will be conducted formally and informally.

Figure 3.1: LIST OF COOPERATING AGENCIES, ORGANIZATIONS AND INSTITUTIONS AND NATURE OF INVOLVEMENT

	1. Primary Contact		2. Review of State Plan	3. Cooperative Project(s)	4. Service Exchange, Regular	5. Non-personnel Exchange, Regular	6. Service Exchange, As Needed	7. Non-personnel Exchange, As Needed
	State Level	District/School Level						
A. FEDERAL/NATIONAL								
1. Hawaii State Congressional Team	x	x					x	x
2. Division of Vocational and Adult Education			•		x	x		
3. AAACE							x	x
4. National State Directors of ABE	x						x	x
5. Federally assisted programs								
. ACTION/VISTA	x		•	x	x		x	x
. Community Action Program (CAP)	x	x			x			x
. Job Corps Training Program			•				x	x
. Job Training Partnership Act (JTPA)	x		•		x			
. Military Education Centers	x	x					x	x
. Native American Education	x						x	x
. Immigrant Education	x						x	x
6. Immigration & Naturalization Services	x			x			x	x
7. PLUS	x						x	
B. STATE								
1. Department of Education								
a. State Board of Education	x	x	•		x			
b. Office of the Superintendent								
. Communications Branch	x			x				
. Planning & Evaluation Branch	x			x				
. Budget Branch	x			x				
. Management Analysis & Compliance Branch	x			x				
c. Office of Business Services	x			x				
d. Office of Personnel Services	x			x				
e. Hawaii State Library System	x			x			x	
f. Office of Instructional Services								
. State Adult and Community Education Advisory Council (State-funded)	x	x	•		x			
. Adult Education (General and Basic)	x	x	•	•	x	x		
. Regular Education (K-12) (PCNC)	x	x	x	•	x	x		
. Early Childhood Education (Pre-K)	x		x		x	x		
. Special Programs Management Section	x	x	x				x	x
. Occupational Development and Compensatory Education	x	x	x		x	x		
. Participatory Planning Committee	x		•		x	x	x	x
g. School Community Councils		x	x		x			

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Figure 3.2: LIST OF COOPERATING AGENCIES, ORGANIZATIONS AND INSTITUTIONS AND NATURE OF INVOLVEMENT

	1. Primary Contact		2. Review of State Plan	3. Cooperative Project(s)	4. Service Exchange, Regular	5. Non-personnel Exchange, Regular	6. Service Exchange, As Needed	7. Non-personnel Exchange, As Needed
	State Level	District/School Level						
2. Office of the Governor								
a. Office of Children and Youth (Governor's Council for Literacy)	x		●	●	x		x	x
b. Executive Office on Aging	x	x	x	●			x	x
c. Population Analysis Program	x						x	x
d. Task Force for Homeless Individuals	x		x	x				
e. Office of State Planning	x						x	
3. Department of Human Services								
a. Family and Adult Services Division	x	x	x				x	x
b. Hawaii Housing Authority (Homeless)	x		x	x			x	x
4. Department of Corrections								
a. Oahu Community Correctional Center	x	x		●	x	x		
b. Hawaii Youth Correctional Facility	x	x		●			x	x
c. Halawa Correctional Facility		x		●			x	x
d. Maui Correctional Center		x		●			x	x
e. Hawaii Correctional Center		x		x				
f. Kauai Correctional Center		x		x				
g. Waiawa Correctional Facility		x		x				
h. Olomana Correctional Center for Women		x		x				
i. Kulani Correctional Facility		x		x				
5. Department of Labor								
a. Office of Community Service	x		x	x	x			
b. Office Employment and Training Administration	x						x	
c. Commission on Employment and Human Resources	x						x	
d. JTPA Program	x						x	
e. Career Kokua	x		x				x	
f. Employment Service Division	x		x				x	
g. Office of Research and Statistics	x		x					

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Figure 3.3: LIST OF COOPERATING AGENCIES, ORGANIZATIONS AND INSTITUTIONS AND NATURE OF INVOLVEMENT

	1. Primary Contact		2. Review of State Plan	3. Cooperative Project (s)	4. Service Exchange, Regular	5. Non-personnel Exchange, Regular	6. Service Exchange, As Neede	7. Non-personnel Exchange, As Needed
	State Level	District/School Level						
6. Department of Health								
a. Public Health		x					x	x
b. Health Promotion and Education		x					x	x
c. Public Affairs	x						x	x
c. Special Institutions and Projects								
. Waimano Home (for handicapped)		x	x	•	x			x
. Maluhia Hospital (indigent and aged)		x					x	x
. Hawaii State Hospital		x					x	x
. Dental Clinics		x					x	x
. Leprosy Outpatient Centers		x					x	x
. Jefferson Orthopedic Unit		x					x	x
. Opportunities for Retarded Individual	x	x	x	*			x	x
. Leahi Hospitals	x						x	x
. Care Homes		x		x			x	x
7. Institutions of Higher Education								
a. University of Hawaii (College of Education, College of Continuing Education, Community College System, Education Center)	x		x				x	x
b. East-West Center	x						x	x
c. Hawaii Loa College, Brigham Young University, Chaminade, and Others	x						x	x
8. Other State Department and Public Institution								
a. Department of Business and Economic Development	x						x	x
b. Department of Commerce & Consumer Affairs	x		x				x	x
c. Accounting and General Services	x						x	x
d. Personnel Services	x						x	x
e. Taxation	x						x	x
f. Department of Budget and Finance	x						x	x
g. Department of Attorney-General	x						x	x
h. Office of Hawaiian Affairs	x						x	x
i. Hawaiian Home Lands	x						x	x
9. Legislature								
a. Senate	x	x					x	x
b. House	x	x					x	x
c. Ombudsman	x	x					x	x
d. Legislative Reference Bureau							x	x

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Figure 3.4: LIST OF COOPERATING AGENCIES, ORGANIZATIONS AND INSTITUTIONS AND NATURE OF INVOLVEMENT

	1. Primary Contact		2. Review of State Plan	3. Cooperative Project (s)	4. Service Exchange, Regular	5. Non-personnel Exchange, Regular	6. Service Exchange, As Needed	7. Non-personnel Exchange, As Needed
	State Level	District/School Level						
10. Municipal								
a. City Councils/Boards	x	x					x	x
b. Parks and Recreation	x	x					x	x
c. Police	x	x					x	x
d. Elderly Affairs Division								
e. Hospitals/Rehabilitation Centers/ Convalescent Homes	x	x					x	x
f. Human Resources							x	x
g. Work Hawaii							x	x
h. Department of Auditoriums							x	x
i. Department of Housing Community Development							x	x
11. Private Agencies								
a. Business and Industry (69)	x	x	•	F			x	x
b. Private Schools and Educational Services**			•					
c. Churches (21)		x	•	F			x	x
d. Community Organizations & Associations(40)		x	•	F			x	x
e. Service Organization, including Fraternal and Sororal		x	•	F			x	x
f. Public Agencies Other Than Schools (50) Groups (23)		x	•	F			x	x
g. Individuals (55+)		x	•	F			x	x
h. Labor Unions (6)	x	x	•					
i. Local Employment and Teaming	x	x	•				x	x
	(F) Facilities Primarily							
1. Susanah Wesley Center	x	x	x	•		x	x	
2. Maui Hui Malama	x	x	x	•		x	x	
3. The Kamehameha Schools/Bishop Estate	x	x	•	•			x	
4. Hawaii Literacy, Inc.	x		x	•	x			
5. Hawaii Education Association				•			x	x
6. Honolulu Community Action Program	x		x	•	x	x	x	x
7. Catholic Charities Inc.		x		x			x	x
8. Kalihi-Palama Immigrant Service Center		x		x			x	x
9. Hawaii Job Corps		x		x			x	x

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4.0 NEEDS ASSESSMENT

4.1 GENERAL STATEWIDE STATISTICS ON ADULTS AND ABE PROGRAM SERVICES

(1) According to the 1988 DATA BOOK issued by the Department of Business and Economic Development, the estimated total population of the State of Hawaii on July 1, 1987, is 1,083,000, of which 796,000 are 18 years of age or older. Adults constitute almos three quarters (73.5%) of the total population.

(2) The statewide adult sex and age distributions according to the 1987 estimates are as follows:

Age Group	Both Sexes	Male	Female
18-24 years	129,000	71,000	58,000
25-44 years	360,000	184,000	177,000
45-64 years	198,000	97,000	101,000
65 & over	109,000	53,000	56,000

(3) The racial distribution of adults is as follows (1980 Census):

Race	Number	Percentage
Whites	318,068	32.96
Black	16,966	1.76
Hispanic	71,399	7.40
Asian/Pacific Basin	555,845	57.61
American Natives	2,605	.27

4.2 NEEDS OF SPECIAL GROUPS

Educationally disadvantaged adults have multiple needs. The ABE personnel are trained to provide instructional services in basic skills and acculturation skills and linkages with other community and governmental resources. Special disadvantaged group needs addressed include:

(1) Needs of the Functionally Illiterate

According to national literacy statistics and ratios promoted by the National Advertising Council, about 20% of the adults in the nation are functional illiterates. Applying this rate, the Hawaii ABE Program has been using the extrapolated literacy target of 146,000 adults 20 years and older.

According to a March 1989 report, "Bridges to Literacy," prepared for the Governor's Council for Literacy by the Office of Children and Youth, Office of the Governor, 19% of the Hawaii adults 18 years and over are adults who functionally illiterate. The survey's target is estimated at 154,000 and is generally supportive of the national projections and the Hawaii ABE extrapolation. According to this report, illiteracy in Hawaii can be viewed as follows:

By county

County	1988 Pop.	Pct.
Honolulu	623,524	15
Hawaii	75,783	37
Maui	63,240	36
Kauai	33,454	26

By age

Age Group	1988 Pop.	Pct.
18-34	326,232	13
35-49	228,353	14
50-64	119,628	25
65 & up	121,788	42

By gender

Sex	1988 Pop.	Pct.
Male	393,747	19
Female	403,254	20

By ethnicity

Race	1988 Pop.	Pct.
Caucasian	268,005	7
Chinese	24,415	19
Filipino	76,789	41
Hawaiian	146,347	30
Japanese	169,058	20
Mixed	94,892	16
Other	16,495	37

By usual activity

Work	13%
School	7%
Keep house	24%
Retired	37%
Other (unemployed)	34%

In FY 1988, the Hawaii ABE Program served 26,692 adults in basic skills courses, representing about 18% of the potential ABE target.

Programs other than ABE provide basic education services to adults in the State. In April of 1988, the Governor's Council for Literacy compiled information on nonprofit agencies providing literacy services to adults based on 1987 data. In the report entitled "Directory of Hawaii Adult Literacy Services," there are 37 listings. Of these, 34 provide direct instructional services to adults who are functionally illiterate. Of the 34 direct service providers, 23 are non-DOE agencies serving 4,023 students. Of the 23 non-DOE agencies, 12 are private agencies, two of which receive ABE funds. Eleven (11) are Department of Education community schools which receive Federal and State ABE funds; they are listed as having served 21,540 students. (The Department's totals are inconsistent with the 1987 ABE annual performance report number of 26,692 because not all ABE efforts are reflected in this report's format--i.e. students in naturalization, secondary and special project classes.)

No data is available on for-profit literacy organizations.

Although in 1987 more than 30,000 Hawaii adults received instructional services through the 34 agencies and made progress in basic skills acquisition, not all of them became functionally literate in that year. Even with dedicated efforts, each adult may take a few years to become functionally literate.

(2) Needs of Adults with Limited English Language Skills

Of the 26,692 adults served by Hawaii's ABE Program in FY 1988, 47.5% or 12,686 were designated as English as a Second Language (ESL) adults with limited English language abilities. However, this limited English language target can include all of Hawaii's target considering that the rest of the students served, 14,006, are:

(a) Individuals who were not born in the United State or whose native language is a language other than English;

(b) Individuals who come from environments where a language other than English is dominant; and

(c) Individuals who are "Hawaiian" and who come from environments where the Hawaiian creole or pidgin has had a significant impact on their level of English language proficiency.

Items (a) and (b) listed above are direct quotes from P.L. 100-297's definition of the terms "limited English proficiency" and "limited English proficient." Item (c) has substituted "Hawaiian" for American Indian and Alaska Natives and suggests the inclusion of not only those who are ethnically Hawaiian but also those who grew up in a pidgin environment without a standard model.

(3) Needs of Immigrants

In FY 1988, the ABE Program served 1,311 students in 80 naturalization classes, 502 or 38% of whom became U.S. citizens.

While the needs of immigrants are complex and services for them closely coordinated with the Department of Human Services, the Department of Labor and Industrial Relations and the Department of Health, the Department of Education concentrates its efforts in instructional programs in naturalization, preliteracy skills, ESL and other basic skills. Information to facilitate acculturalization and independence in the local setting is the natural content of all classes.

State as well as Federal ABE funds are used to provide naturalization and language instruction. All ABE classes are given priority, and no waiting list of students is anticipated. Outreach services are continually strengthened, particularly in partnership with the State Immigration Services and private agencies providing other services to the target adults.

(4) Needs of the Homeless

According to the March 1989 report to the Governor's State Homeless Task Group from the Hawaii Housing Authority based on four county reports, there are approximately 4,200 homeless types. Classified in this category are street people, persons in temporary shelters, runaway youths, homeless elderly, abused spouses, stranded tourists/persons living with relatives and beach people/cave dwellers. The estimated homeless types by county are reflected in **Figure 4**.

The report cited data from other sources which projected numbers which varied. (Data on file and can be shared upon request.)

The Department is committed to serve all of the above persons in need of and desiring basic skills instruction and vocational skills development within its purview. Cooperation with the various other public and private sources is essential in serving a target with multiple survival needs. Arrangements for cooperative projects are now being processed.

Figure 4: STATE OF HAWAII COMPREHENSIVE HOMELESS ASSISTANCE DATA

Based upon the Oahu Providers Informal Survey, an estimate of the number of persons falling within a given homeless category are calculated for each County. This report was submitted to the U.S. Department of Housing and Urban Development, September 21, 1987.

Homeless Types	Percentage*	Oahu*	Hawaii**	Maui**	Kauai**	TOTAL
Street People	30%	750	180	234	102	1,266
Temporary Shelters	20%	500	120	156	68	844
Runaways, Youth	5%	125	30	39	17	211
Elderly	5%	125	30	39	17	211
Abused Spouses	10%	250	60	78	34	422
Stranded Tourists/ Persons Living with Relatives	15%	375	90	117	51	633
Beach People/ Cave Dwellers	15%	375	90	117	51	633
TOTAL	100%	2,500	600	780	340	4,220

* Department of Health Pro er's Informal Survey, City & County of Honolulu, 1984.

**The number presented for Hawaii, Maui and Kauai were submitted by the respective counties as of September 1987.

(5) Needs of Institutionalized Adults, Including Incarcerated Adults.

The average number of institutionalized adults in Hawaii correctional facilities in FY 1988 was 1,692. (Source: Department of Corrections)

The State's institutionalized adults in correctional facilities now receive special and separate educational support through the Department of Corrections rather than the University of Hawaii's community college system. An informal survey conducted in 1986 in a special module project indicated that 31% of the residents in the modules were in need of literacy services. Residents of the correctional facilities often have problems accessing into their educational facilities due to security requirements. To overcome this problem, the development and/or strengthening of the following are expressed needs: (a) closed-circuit TV learning programs, (b) peer-tutor training, (c) one-on-one tutorial programs in basic skills development, (d) development of a support and incentive system to provide greater motivation for educational progress and (e) a closely monitored individualized educational programming.

In 1988 about 1,148 persons were institutionalized in the 14 facilities supported by the Department of Health. Services to the infirm and educable are extended through Department of Health's education component and by the DOE's community schools. The Waimano Home facility is one of the sites for servicing adults in care facilities.

In FY 1988, ABE served 1,020 institutionalized adults. Twenty-six of these adults were in a private, nonprofit facility (Helemano Plantation).

(6) Needs of Residents in Rural Areas

The Hawaii ABE Program is an integral part of a single, statewide Adult Education Program directed to respond to the needs of Hawaii adults in courses of less than college level. Adults in rural areas are as well-served as those in the urban area; almost every adult is within a hour's drive to one of the state's eleven community schools and/or less than thirty minutes from one of the more than 264 satellite centers. Should handicaps curtail student attendance of classes, individual tutorial services are available.

All basic skills development services (ABE classes), whether in urban or rural settings, concentrate on preliteracy skills through grade 8 programs and receive top funding priority.

Except in rare years when the shut-down of a large business facili affects the "rural" areas, unemployment is not considered a major problem. In 1988, the unemployment rate was a low 2.08%. However, the rural areas do have a large percentage (75%) of the welfare recipients, with concentrations in the Windward and Leeward coasts of Oahu.

(7) Needs of Residents in Urban Areas

Honolulu is the only city with a population exceeding 50,000. Its population, 582,463, constitutes more than 60% of the State's total population. (1980 Census)

The adults in Honolulu are served by three community schools operating 93 satellite centers. ABE classes have top priority and a held in highly accessible locations. Public day-time facilities are limited but account for more than two-thirds of the classes.

In FY 1988, there were 16,000 persons unemployed statewide from total work force of 516,000. 10,600 or 66.3% of the unemployed resided on the island of Oahu, where Honolulu is located and more than 60% of the state's total population lives. The distribution of unemployed appears to be proportionally balanced. (Source: Department of Labor and Industrial Relations)

(8) Needs of adults lacking a high school diploma

Among the adults 20 years and older in Hawaii, 155,078 or 21.2% of the total adult population had not obtained their high school diplomas, 63,025 or 8.6% of whom, 25 years and older, had less than 9th grade education. (Source: 1980 Census)

Of 574 high school seniors who did not graduate in 1988, 147 failed to meet the minimum competencies, 341 failed to earn the required number of credits. (1988 data from the Test Development Section, Department of Education)

Most of these adults seeking a diploma are served by the Department's Adult General Education (AGE) Program. In 1988, 87 received their diplomas through the ABE Program; 1,723 received their high school diplomas through AGE.

(9) Needs of Other Special Targets

The following special targets may impact directly or indirectly on the ABE Program:

(a) The 49,347 persons residing in families whose income was below the Federal poverty level, 19,820 of whom are adults. (Data from the Public Information Office of the Department of Human Services, February 1989)

The ABE Program served 3,281 of these adults in FY 1988.

(b) The 146,040 (14%) senior citizens, age 60 and over. (Updated 1985 data secured from the Executive Office on Aging)

The ABE Program served 4,181 (2.9%) seniors in FY 1988.

(c) The 43,000 handicapped target adults.

More than 6,660 handicapped adults received assistance from the Department of Human Services in 1988; 841 from the Department of Education's ABE Program in the same period. (Sources: 1980 Census, Department of Human Services, Department of Education respectively)

(d) The 37,169 military personnel and their 66,211 dependents, a percentage of whom may require remedial basic skill services. (Source: 1988 DATA BOOK)

(e) The migrants from other states and American Samoa. (Data not available)

(f) The underemployed and undereducated. (Data update not available)

(g) The women (45.8%) in the work force. (Data update not available)

(h) The 2,000 eligible legalized aliens who may need educational services toward permanent resident status.

(i) The 7,000 eligible individuals receiving aid to families with dependent children.

The State Plan identifies the needs of the adults most in need of adult education and the changes and improvements required to fulfill the purposes of the Act and the options for implementing these changes and improvements.

5.0 GOAL ACCOMPLISHMENTS

5.1 ACCOMPLISHMENTS IN MEETING GOALS IN THE PREVIOUS THREE YEAR PLAN

The HAWAII STATE PROGRAM PLAN FOR ADULT BASIC EDUCATION, FISCAL YEARS 1986-88, focused on annual goals and objectives and three-year improvement objectives. Progress and/or problems related to each goal/objective are reported as follows:

(1) GOAL 1: Expand ABE services

OBJECTIVE 1-A: INCREASE THE NUMBER OF TARGET ADULTS SERVED

(a) Number served, 1986-1988

Using FY 1985 as the base year for the comparison of FY 1986 accomplishments and the immediate previous year for FY 1987 and 1988, the finding is that except for FY 1987 this objective was met. **Figure 5**, using unduplicated data, reflects an increase of 1,153 adults served (5.0%) in FY 1986 a decrease of 349 adults served (-1.5%) in FY 1987 (Note **decrease in Federal funds in FY 1987 from $527,473 to $504,800.**); and an increase of 3,008 adults served (12.7%) in FY 1988 (**Also note increase in Federal funds in FY 1988.**).

(b) Average increase, 1986-1988

The difference in the number of adults served in FY 1985 compared to FY 1988 is 3,812, a 16.6% increase. The average increase over the three year period is 5.9%. (See **Figure 5.**) While there was a slight drop in the 1987, the 16.6% increase over the three year period and the 5.9% average gain is considered excellent. To a great degree, Objective A was met.

(c) Developmental pattern

The same developmental pattern is reflected in the Department's "Annual Summary of Classes and Enrollment in Community Schools for Adults" for the same years; the annual report uses duplicated enrollment counts. (See Figure 6.)

Figure 5: STUDENT ENROLLMENT (UNDUPLICATED COUNT) AND FUNDING

Year	Prelit (ESL)	Grades 1-4	Grades 5-8	Citizenship Naturalization	Grades 9-12	Total Enroll.	Federal Funds
1985	6,347	9,636	6,060	837	---	22,880	447,012
1986	6,865	9,237	6,671	787	482	24,033	527,473
1987	5,882	9,619	6,909	900	374	23,684	504,800
1988	6,635	11,002	7,343	1,125	587	26,692	548,778

Figure 6: STUDENT ENROLLMENT (DUPLICATED COUNT)

Year	Naturalization	ABE	ABE Totals	Non-Fee High School*
1985	827	26,137	26,964	15,887
1986	970	27,454	28,424	17,189
1987	863	26,394	27,257	18,579
1988	1,311	29,407	30,718	21,884

* Non-Fee High School number includes State-funded students; "Grades 9-12" in **Figure 5** above reflect only ABE funded students.

OBJECTIVE 1-B: INCREASE THE NUMBER OF OTHER AGENCIES, INSTITUTIONS AND ORGANIZATIONS INVOLVED TO PROVIDE ADULT EDUCATION AND SUPPORT SERVICES.

(a) Provide leadership in efforts to secure resources for AE development.

o Established a full-time principal position in Maui Distric

o Established a full-time vice-principal position in Windwar Community School.

o Established a proto-type full-time adult education teacher in Maui Community School.

o Established part-time Federally funded literacy coordinato positions in 11 community schools.

o Secured funds from the Stewart B. McKinney Act and the Immigration Control Reform Act for services to the homeless adults and eligible legalized aliens.

(b) Provide leadership and assistance in securing the participation of other agencies and volunteers in the education of the ABE students.

o Served on Project Literacy, U.S (PLUS) as member and chair; worked closely with ABC/KITV and PBS/KHET and established the Literacy Hotline in the Section. Kindled new interest in the Lt. Governor's Council for Literacy of which the Department was a member.

o Assisted in the establishment of the Governor's Council for Literacy which has a strong business and municipal base and in which the Administrator of the Adult and Early Childhood Section served as charter chairperson.

o Served on the Board of Directors of Hawaii Literacy, Inc., the Honolulu Community Action Program, West Oahu Employment Corporation and more than a dozen task forces and ad hoc committees.

o Interacted with more agencies and improved the nature of involvement. (See Figures 3.1 to 3.4.)

- o Coordinated the Parent Community Networking Centers and volunteer parents/adults in a State/ABE cooperative project.

(c) Provide leadership in improving ABE Program effectiveness/efficiency.

- o Conducted the annual adult education conference in April, 1988; co-sponsored Aha Kuka conference, also in April; participated in other conferences to promote ABE awareness, instructional strategies, program information and outreach services.

- o Conducted quarterly literacy workshops for the 11 literacy coordinators.

- o Increased number of cooperative projects with the public and private sectors in which resources are shared.

- o Increased participation with the public and private sector agencies in the statewide adult education conference in August, 1988.

- o Increased participation in interagency meetings, planning sessions, joint ventures and councils, particularly in literacy and the development of plans for the homeless targets.

- o Increased participation in community-sponsored activities.

- o Expanded services to special target groups, particularly institutionalized individuals in correctional and care facilities.

Objective B was met at both the school and state levels. Not only were new agencies added at each level, but the depth of involvement was improved. (See **Figure 3** for details on networking efforts.)

OBJECTIVE 1-C: PROMOTE AE/ABE GROWTH TOWARDS FULL-TIME, FULL SERVICE PROGRAM

Major gains made in this objective from FY 1986 to FY 1988 include:

(a) Established a proto-type full-time, state-funded adult education teacher (placement in Maui Community School).

(b) Submitted request to establish 10 full-time, state-funded ad education teacher positions.

(c) Established a full-time, state-funded principal position on Maui.

(d) Established a full-time, state-funded vice-principal position the Windward Community School.

(e) Requested funding for full-time principal and full-time secretary for Kauai Community School; full time vice-principal for Maui Community school; full-time secretary fo Hilo Community School and Kona Community School

(f) Operated full-time adult/parent center in two community schools for adults on a cooperative arrangement with Paren Community Networking Center personnel; provided technic assistance in the establishment and coordination of the Parent Community Networking Centers in 34 K-12 schools. These Centers numbered six in 1986, 20 in 1987 and 34 in 1988.

(2) GOAL 2: IMPROVE THE QUALITY OF THE ABE PROGRA

OBJECTIVE 2-A: IMPROVE ABE INSTRUCTION

(a) Conducted the statewide Adult Education staff developme conference in April, 1988. The conference was attended by adult education teachers, administrators and community representatives. (Conference proceedings available upon request)

(b) Developed and implemented the DOE literacy training program for the Department's 11 literacy coordinators.

(c) Provided training and technical assistance to the Hawaii Stat Adult and Community Education Advisory Council and the Hawaii Adult Education Association.

(d) Developed the Adult Education master plan with the Department's Planning and Evaluation Branch.

(e) Provided instructional services to ORI (Opportunities for Retarded Individuals) at the Helemano Plantation site and to residents at the Waimano Home for the Mentally Retarded.

(f) Provided instructional services to Hawaii Retarded Citizens, Island of Hawaii.

OBJECTIVE 2-B: IMPROVE ABE CURRICULUM

(a) Expanded the Maui ABSI (Adult Basic Skills Interagency) project, a competency-based model, Grades 1-12.

(b) Expanded the development of an articulated, sequential competency-based program at Grades 1-12 achievement levels for adults, with emphasis on the development and implementation of an entry level competency-based program, Grades 1-5; implemented projects for the development of Grades 0-8 competency-based program at Aiea Community School and Grades 1-5 sequential basic skills for the competency-based GEM Program at the Waipahu Community School.

(c) Supported the staff training and syllabi improvement sessions at the Aiea, Maui, Waipahu and Farrington Community Schools.

(d) Disseminated information on competency-based education in the statewide Adult Education Conference in April, 1988.

(e) Funded Section 310 projects for the development of 1) a computer education laboratory, 2) adult education strengthened through a computer lab and 3) community career development center.

(f) Funded a private sector community-based education center coordinated by Susannah Wesley Community Center.

OBJECTIVE 2-C: IMPROVE ASSESSMENT AND EVALUATION

(a) Field tested modules from competency-based materials.

(b) Conducted teacher and student surveys on student progress. The discrepancies between student and teacher perceptions of student gains were low but appear in 1988 to be an all-time high, 15%. In each year, student perceptions of how well they did were higher than teacher assessments. It may be interpreted that teacher expectations have always higher. See **Figure 7** for details.

Figure 7: STUDENT AND TEACHER ASSESSMENTS OF LEARNING

YEAR	STUDENTS		TEACHERS		DISCREPANCY
	Number	Percent	Number	Percent	Percent
1985					
Little	980	5.73	1,376	8.59	2.86
Moderate	3,495	20.45	4,336	27.05	6.6
Excellent	12,615	73.82	10,315	64.36	9.46
TOTAL	17,090	100.00	16,027	100.00	
1986					
Little	1,108	5.65	1,400	6.94	1.29
Moderate	4,033	20.58	4,541	22.51	1.93
Excellent	14,460	73.77	14,228	70.54	3.23
TOTAL	19,601	100.00	20,169	99.99	
1987					
Little	1,031	5.70	1,340	8.33	2.63
Moderate	4,017	22.21	4,530	28.15	5.94
Excellent	13,041	72.09	10,223	63.54	8.55
TOTAL	18,089	100.00	16,093	100.02	
1988					
Little	955	4.88	2,399	11.04	6.16
Moderate	2,810	14.37	5,074	23.36	8.99
Excellent	15,791	80.75	14,250	65.60	15.15
TOTAL	19,556	100.00	21,723	100.00	

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OBJECTIVE 2-D: IMPROVE STUDENT AND OTHER PROGRAM SUPPORT

(a) Updated the Hawaii Adult Education Administrators' Manual.

(b) Updated the Adult Education Program Guide.

(c) Updated AE master plan.

(d) Improved reporting forms and procedures to enhance accountability and local needs assessment.

(d) Supported community school self-study efforts and the accreditation of Kaimuki, McKinley, Waipahu and Windward Community Schools.

(e) Expanded services to residents of the Oahu Community Correctional Center and care facilities.

(f) Seated a student on the Governor's Council for Literacy.

(g) Conducted two student conferences, bringing community resources and services to the students.

(h) Strengthened relationships with the State Board of Education's standing committee on adult education.

The information provided describe the assessment of the program evaluations and program reviews in establishing the State's goals for adult education.

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6.0 GOAL ACTIVITIES AND RESOURCES

6.1 GOALS

The Hawaii State Department of Education's ABE Program concentrate on the development of statewide programs of basic skills, pre-literacy lev through Grade 8, and acculturation. Based on the state needs, the following ABE goals, objectives and activities have been established for statewide development. These goals, objectives and activities will be initiated, developed and/or implemented at the local level to the extent the school/district need and availability of staff and other resources.

(1) GOAL 1: EXPAND ABE SERVICES

OBJECTIVE 1-A: BARRING REDUCTIONS IN FEDERAL FUNDS, INCREASE THE NUMBER OF ABE STUDENTS SERVED STATEWIDE BY 2% ANNUALLY

Activities for 1-A

(a) Provide services to maintain current Federal and State sources and levels of funding.

- o Process project applications.
- o Increase enrollments in adult basic education.
- o Increase enrollments in adult secondary education.
- o Increase enrollments in institutionalized adults, includin incarcerated adults.
- o Increase enrollments in limited English proficiency adults
- o Increase enrollments in adults with handicaps.
- o Increase enrollments for the chronically unemployed.
- o Increase enrollments for homeless adults.
- o Increase enrollments for minorities.
- o Increase enrollments in disadvantaged.
- o Provide on-site visits for technical assistance.
- o Complete and submit required reports on time.

(b) Provide leadership to secure additional Federal and State funds.

(c) Explore and secure funding from other public sources and private sources.

(d) Promote more cooperative projects to increase service capabilities.

(e) Minimize student attrition; provide leadership in the development of ABE Program effectiveness and efficiency in retaining students.

(f) Coordinate school and community resources to stretch funds and to avoid unnecessary duplication of services and waste.

OBJECTIVE 1-B: BY THE END OF THE FOUR YEARS COVERED BY THIS PLAN, INCREASE THE NUMBER OF AGENCIES, ORGANIZATIONS AND INSTITUTIONS INVOLVED IN THE DELIVERY OF ABE SERVICES BY 16, PREFERABLY AT LEAST ONE IN EACH OF THE RECOMMENDED CATEGORIES TO ENSURE COMMUNITY-WIDE REPRESENTATION.

Activities for 1-B

(a) Improve the quality and/or depth of involvement with current partners, particularly with the State Board of Education, the Hawaii State Adult and Community Education Advisory Council, the Governor's Council for Literacy and the Participatory Planning Committee.

(b) Network with new literacy and community groups; invite new groups to annually sponsored conferences, seminar and/or workshops.

(c) Increase the number of cooperative programs with business, industry and community-based organizations as deliverers of services.

(d) Strengthen awareness and publicity campaigns.

OBJECTIVE 1-C: PROMOTE AE/ABE GROWTH TOWARDS FULL-TIME, FULL SERVICE PROGRAMS BY SECURING ANNUALLY IN THE 1990-1993 FISCAL YEARS AT LEAST ONE STATE-FUNDED, FULL-TIME ADULT EDUCATION POSITION OR ITS EQUIVALENCY IF PART-TIME POSITIONS CAN BE USED TO MAINTAIN A FULL-TIME OPERATION

Activities for 1-C

(a) Continue efforts to establish full-time adult education teacher positions.

(b) Continue efforts to establish state-funded literacy coordinator positions.

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(c) Ensure that all of the community schools have the capacity, however limited in any given semester, to provide adults three alternative ways for securing a high school diploma.

(d) Promote and facilitate the expansion of full-time multipurpose centers for students, parents, teachers and communities in each community school or district.

(e) Provide leadership in the development and upgrading of staffing standards for adult education.

(f) Review the State Plan with the Participatory Planning Committee at least once a year.

(g) Ensure than not more than 20% of the funds granted under the Act is used for programs for secondary equivalency.

(h) Ensure that not less than 10% of the funds granted under the Act is used for corrections education and education for other institutionalized adults.

(i) Ensure that not less than 10% of the funds granted under this Act is used for special experimental demonstration and teacher training projects.

(2) GOAL 2: IMPROVE THE QUALITY OF THE ABE PROGRAM

OBJECTIVE 2-A: IMPROVE ABE INSTRUCTION AND CURRICULUM BY CONDUCTING AT LEAST ONE STATEWIDE CONFERENCE ANNUALLY ON INSTRUCTIONAL AND PROGRAM IMPROVEMENTS

Activities for 2-A

(a) Coordinate pre-service and in-service training; review pre-service requirements with higher education agencies; invite outstanding local and/or national leaders in instructional strategies to participate in an annual conference.

(b) Facilitate teacher exchanges and visitations.

(c) Facilitate acquisition of quality video programs in instructional and program improvements.

(d) Promote maximum benefits to teachers from quality teacher training and curriculum development projects.

OBJECTIVE 2-C: IMPROVE ASSESSMENT AND EVALUATION BY REVISING THE DATA COLLECTION SUBSTANCE, SYSTEM AND FORMS BY FY 1991; IMPLEMENT SAME BY FY 1992 AND ASSESS SAME BY FY 1993.

Activities for 2-C

(a) Conduct on-site evaluation visits; evaluate at least 33% of the subgrant recipients the first year of the State Plan; at least 33% the subsequent two years.

(b) Compile and study findings of program reviews and evaluations and apply findings toward program improvement.

(c) Review data needs; examine the field for data; revise data collection form; and use electronic modes for reporting data.

(d) Increase the points assigned to the assessment and evaluation criteria in the assessment for project proposals (by 10% in assessment and 15% in evaluation in Section 353 projects; 5% in assessment and 5% in evaluation in others).

(e) Field test and implement new form.

(f) Assess new data and form.

(g) Improve monitoring form, frequency and reporting.

6.3 RESOURCES

See **Figures 8.1** to **8.4** for resource distribution by goals/objectives and activities. See **Figure 9** for estimated percentage of Federal and State shares of allocations.

Source: "Excerpts from Hawaii, Department of Education; Hawaii State Plan for Adult Basic Education Fiscal Years 1990-1993 (Honolulu: June 1989).

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Appendix D

LITERACY PROGRAM QUARTERLY REPORT OF COMMUNITY SCHOOLS
DECEMBER 1990 - FEBRUARY 1991

	Active Tutors Inactive Tutors			Active Students Inactive Students			Tutors Trained Tutor Attrition			Tutor Training Workshop Literacy Activities Attended			New Students Registered Student Attrition		
SCHOOLS	12/90	1/91	2/91	12/90	1/91	2/91	12/90	1/91	2/91	12/90	1/91	2/91	12/90	1/91	2/91
FARRINGTON CSA	48 50	3 95	3 5	42 5	5 42	10 5	0 71	0 85	0 90	0 1	0 0	0 1	0 0	0 37	0 0
KAIMUKI CSA	22 11	19 20	19 20	31 0	32 0	35 0	0 0	6 0	0 0	0 1	3 2	0 1	1 0	7 6	2 0
MCKINLEY CSA	17 64	17 64	17 64	17 1	16 1	16 1	2 0	2 0	2 0	1 2	1 3	1 2	1 1	1 0	1 0
MOANALUA/AIEA CSA	14 8	20 6	23 3	19 5	26 4	30 4	0 4	5 3	0 2	0 3	2 3	0 1	1 4	14 2	2 1
WAHIAWA CSA	18 4	20 8	20 9	19 3	20 6	23 7	0 2	4 0	4 1	0 2	0 2	0 0	1 1	5 0	4 0
WAIPAHU CSA	10 5	10 5	15 12	19 6	25 14	28 18	0 0	0 0	12 0	0 2	5 2	5 2	10 2	10 3	15 1
WINDWARD SA	36 78	41 78	59 80	41 29	47 23	62 20	0 0	18 1	0	0 7	1 7	0 7	7 3	12 3	6 7
HILO CSA	9 NA	13 NA	14 NA	11 13	15 11	16 4	0 NA	16 6	0 NA	0 3	1 2	0 0	7 3	5 0	6 2
KONA CSA	26 42	26 41	26 47	18 2	23 4	23 4	0 1	0 0	0 1	0 7	0 13	1 9	0 0	6 0	2 0
MAUI CSA	9 NA	9 NA	9 NA	47 NA	31 NA	47 NA	NA NA	NA NA	NA NA	NA 1	NA 4	NA 3	0 6	25 0	3 9
KAUAI CSA	75 112	57 110	44 123	57 2	54 8	65 2	0 21	8 20	7 0	0 5	1 7	1 8	2 18	11 13	13 3

LITERACY PROGRAM QUARTERLY REPORT OF COMMUNITY SCHOOLS
MARCH - MAY 1991

	Active Tutors Inactive Tutors			Active Students Inactive Students			Tutors Trained Tutor Attrition			Tutor Training Workshop Literacy Activities Attended			New Students Registered Student Attrition		
SCHOOLS	3/91	4/91	5/91	3/91	4/91	5/91	3/91	4/91	5/91	3/91	4/91	5/91	3/91	4/91	5/91
FARRINGTON CSA	3 5	8 0	8 0	18 0	26 0	26 0	0 0	2 0	2 0	0 0	1 1	0 0	10 0	7 0	0 0
KAIMUKI CSA	21 19	21 19	23 19	36 0	40 0	38 0	3 0	0 0	3 0	3 1	0 1	3 1	2 1	4 0	0 2
MCKINLEY CSA	17 58	17 58	16 58	16 0	16 0	16 0	0 2	0 2	0 2	0 2	0 3	0 2	1 1	1 0	0 1
MOANALUA/AIEA CSA	22 6	21 4	27 4	24 4	29 4	37 5	6 1	7 1	6 2	2 3	3 3	1 1	1 1	6 0	8 1
WAHIAWA CSA	24 7	24 8	18 10	19 3	20 6	23 7	3 2	0 1	1 3	0 1	0 1	0 1	4 3	3 2	3 3
WAIPAHU CSA	13 14	15 14	15 20	13 0	15 0	15 1	0 0	2 0	6 0	5 3	5 6	2 5	2 2	2 1	5 0
WINDWARD SA	53 84	47 90	47 102	58 22	50 25	50 21	9 4	20 3	10 8	1 11	1 8	1 9	8 7	10 11	3 5
HILO CSA	14 NA	16 NA	15 NA	20 4	24 3	21 6	9 4	6 0	0 0	1 2	1 1	0 3	6 1	3 0	2 2
KONA CSA	22 29	24 27	26 27	34 0	35 2	22 5	8 0	0 0	0 0	1 8	0 3	0 7	9 0	3 2	2 7
MAUI CSA	9 NA	9 NA	7 NA	47 NA	38 NA	26 NA	NA NA	NA NA	NA NA	NA 9	NA 9	NA 13	1 10	7 0	4 0
KAUAI CSA	44 148	53 143	62 138	67 2	62 3	62 1	0 0	3 6	4 0	0 4	1 7	1 9	4 1	13 5	10 5

LITERACY PROGRAM QUARTERLY REPORT OF COMMUNITY SCHOOLS
JUNE - AUGUST 1991

	Active Tutors Inactive Tutors			Active Students Inactive Students			Tutors Trained Tutor Attrition			Tutor Training Workshop Literacy Activities Attended			New Students Registered Student Attrition		
SCHOOLS	6/91	7/91	8/91	6/91	7/91	8/91	6/91	7/91	8/91	6/91	7/91	8/91	6/91	7/91	8/91
FARRINGTON CSA	14 0	14 0	14 0	27 0	27 0	27 0	0 0	0 0	6 0	1 0	0 0	1 1	1 1	0 0	0 0
KAIMUKI CSA	20 22	21 14	21 14	34 0	32 8	30 8	5 5	5 12	0 0	3 1	2 1	0 1	5 9	1 4	0 2
MCKINLEY CSA	8 40	8 40	8 40	11 0	14 0	14 0	0 3	0 3	3 2	0 3	0 2	0 1	0 2	0 1	0 2
MOANALUA/AIEA CSA	25 4	30 7	29 7	29 7	28 9	28 10	5 2	4 4	0 0	1 1	1 1	0 1	3 1	3 2	1 0
WAHIAWA CSA	22 5	20 9	28 4	24 9	21 10	29 4	4 6	0 2	0 0	0 0	0 0	0 0	3 2	4 6	3 4
WAIPAHU CSA	18 17	23 13	27 15	20 0	26 0	30 0	0 0	8 2	0 0	1 5	1 3	0 1	5 0	6 0	4 0
WINDWARD SA	42 99	37 104	31 108	45 14	44 7	35 16	0 6	0 1	0 1	0 13	0 0	0 1	7 14	5 10	6 8
HILO CSA	22 NA	27 NA	47 NA	22 NA	27 NA	47 NA	0 NA	28 NA	9 NA	0 2	3 1	1 1	0 2	3 1	5 2
KONA CSA	38 42	35 38	37 34	28 4	31 2	40 2	0 0	0 1	0 1	0 8	0 5	0 7	3 3	3 1	7 2
MAUI CSA	5 NA	5 NA	5 NA	7 NA	39 NA	45 NA	NA NA	NA NA	NA NA	NA 4	NA 4	NA 1	33 1	10 4	4 1
KAUAI CSA	54 155	50 159	44 160	57 0	57 0	52 1	9 0	0 0	0 5	1 6	0 2	0 3	10 0	4 0	4 6
TOTAL	268	270	291	304	346	377	23	45	18	7/43	7/19	2/18	70	39	34

LITERACY PROGRAM QUARTERLY REPORT OF COMMUNITY SCHOOLS
JUNE - AUGUST 1991

	Active Tutors Inactive Tutors			Active Students Inactive Students			Tutors Trained Tutor Attrition			Tutor Training Workshop Literacy Activities Attended			New Students Registered Student Attrition		
SCHOOLS	9/91	10/91	11/91	9/91	10/91	11/91	9/91	10/91	11/91	9/91	10/91	11/91	9/91	10/91	11/91
FARRINGTON CSA	6 2	6 2	6 2	25 5	25 5	30 2	2 0	0 0	2 0	0 0	1 0	0 1	1 0	0 0	3 1
KAIMUKI CSA	19 11	18 8	19 10	33 4	39 0	38 0	5 10	4 8	3 0	2 1	1 1	1 1	6 7	6 4	3 4
MCKINLEY CSA	9 38	9 38	9 38	12 0	12 0	12 0	0 1	0 0	1 0	0 1	0 2	0 3	0 0	1 1	0 2
MOANALUA/AIEA CSA	23 13	29 12	32 9	28 7	33 9	38 10	0 5	9 8	7 8	1 2	1 1	2 3	3 2	4 1	3 3
WAHIAWA CSA	19 8	18 9	18 8	20 15	20 15	20 14	0 6	0 2	0 1	0 0	0 1	0 1	2 5	1 1	2 1
WAIPAHU CSA	27 14	31 21	32 15	33 0	39 0	41 0	0 0	11 0	1 0	1 0	1 0	0 0	3 2	6 0	2 0
WINDWARD SA	30 121	43 103	43 115	36 14	47 22	51 25	12 9	14 2	19 1	1 6	0 7	1 2	19 10	12 11	3 2
HILO CSA															
KONA CSA	27 34	29 37	36 44	36 1	39 3	41 2	0 4	13 1	13 0	0 7	1 10	2 15	2 1	4 1	6 8
MAUI CSA	5 NA	5 NA	5 NA	36 NA	45 NA	65 NA	NA NA	NA NA	NA NA	NA 7	NA 3	NA 3	17 8	21 1	5 8
KAUAI CSA	39 151	45 161	48 165	48 3	49 0	60 1	0 19	8 11	9 0	0 5	1 5	1 5	12 18	9 10	10 8
TOTAL	204	233	248	307	347	396	7/54	59/32	55/10	5/29	6/30	7/34	65/53	64/30	37/37

Appendix E

Letter from Assessment and Evaluation Committee

JOHN WAIHEE
GOVERNOR

CHARLES T. TOGUCHI
SUPERINTENDENT

ADULT & EARLY CHILDHOOD
EDUCATION SECTION

STATE OF HAWAII
DEPARTMENT OF EDUCATION
OFFICE OF INSTRUCTIONAL SERVICES
595 PEPEEKEO STREET BUILDING H ROOM 2
HONOLULU HAWAII 96825

January 31, 1991

MEMO TO: Literacy Service Providers
Governor's Council for Literacy

FROM: Kenneth Yamamoto, Chairman
Assessment and Evaluation Committee

SUBJECT: REPORT OF COMMITTEE MEETING -- JANUARY 18, 1991

PRESENT:

Hawaii Literacy, Inc.	Nancy Ekern Heidi Hayden
Hilo Community School	Judy Stenger
Kaimuki Community School	Emilie Simmers
Kauai Community School	Bonnie Lake Nikky Mori
Kona Community School	Brenda Natina Fern White
Maui Community School	Suzanne Aki
McKinley Community School	Les Kobayashi Francis Miyahira
Moanalua/Aiea Community School	Mitsi Toyama
Office of Children and Youth	Janis Kato
Wahiawa Community School	Harry Ono Angelita Uyesugi
Waipahu Community School	Fred Murata Rita McSorley Cherie Persson

Windward School for Adults	Rose Teshima Joanna DeRyke
Adult & Early Childhood Section	Ken Yamamoto Ruth Chun

The issues and concerns generated at the last meeting (November 9, 1990) were reviewed and discussed.

1) We need to use a holistic approach -- teach reading and writing together.

2) We must agree on what literacy is -- our focus as service providers.

3) We need to concentrate on what needs to be measured in a test.

4) We need to examine ABE curriculum standards for conformity in addressing adult learners. (We have 3 types of learners -- ABE, ESL and LD. Presently, we are not set up to serve special education adults.)

The group decided to submit their recommendations to the Governor's Council for literacy supporting the whole language approach to learning and a statement on Literacy. They were determined that the approach should be student centered as well as compatible with and applicable to all literacy programs as they address student needs using their repertoire of skills, strategies, techniques and methods.

To generate a complete and practical report, the group defined the two (2) topics.

1) The Whole Language Approach to Learning which they termed the Whole Learning Approach.

2) Defining Literacy for Service Providers.

As the result of 4 quality circle interactions, the groups' contributions were shared, then submitted for review and revisions, to be followed by a final review and comment by members before presentation to the Council.

KY:RC:em

Attachment

DRAFT

ASSESSMENT AND EVALUATION COMMITTEE RECOMMENDATIONS

I. WHOLE LEARNING APPROACH (WHOLE LANGUAGE)

As a dynamic, interactive and holistic approach to learning, it will provide a viable program for adult learners. Its teaching and learning principles support effective adult literacy programs through active involvement of learners in listening, speaking, reading and writing about content that is significant to them. Instruction is developed around their needs and interests with reading and writing being used as tools for learning and teaching instead of subjects to be taught. The focus is upon the learners acquiring strategies and increasing their competence to become lifelong learners.

A. Guidelines for a Whole Language Framework

1. Education empowers people -- allows learners to make rational decisions about their lives and educational pursuits.

2. Learners are whole people and their wholeness must be consciously recognized and accepted -- their educational backgrounds, personal experiences, work situations, language and cultural backgrounds must be respected.

3. Immediate success is necessary -- gives the adult the identity of a learner and creates positive self-concept.

4. Adults are responsible for their own learning -- use strategies that foster self-determination such as student-initiated, student-centered, flexible learning.

5. Teacher serves as a facilitator who plans and guides instruction -- both teacher and learner have shared goals and learn together with learner being viewed as an equal.

6. Teachers must model and provide guided practice with specific strategies in all content areas -- an integrated approach to teaching with an understanding of adult learners, familiarity (training) with teaching and learning strategies, and knowledge of specific content.

7. Teaching-learning environment influences quality -- the physical and psychological climate must be conducive to the teaching-learning process.

8. Learner and teacher need to be aware of progress -- mutual involvement in the ongoing process of assessment leads to celebration of successes, a focal point of evaluation.

B. Recommendations for Implementation

1. Training for Service Providers

a. In-service must address strategies rather than just materials.

b. The Whole Language Approach to learning process must be taught.

2. Provisions for training must be considered.

3. Service providers need to be able to train agency/school staff and volunteers.

II. LITERACY DEFINITION FOR SERVICE PROVIDERS

A. The aim of literacy programs is to assist adult learners in increasing personal skills in language arts so the individual can achieve his/her goals.

1. Avoid defining or using the word literacy to name your program for it may reflect a negative connotation for the adult learner and the potential for negative interpretation.

2. Encourage, cultivate and support the concept of Lifelong Learning among adult learners.

3. Address the personal goal(s) of the learner through instructional content which affirms their dignity and motivates their learning.

4. Provide guidance and support to learner in meeting societal needs in the workplace, family and community.

5. Evaluate the learner through his/her progress (accomplishments) towards his/her goal by addressing mastery of content and acquisition of the learning process on an ongoing basis and with learner and teacher involvement.

B. There are no quick and easy answers to helping the many adults who are lacking in skills become successful learners but we can begin to make a difference.

1. Immediate implementation of the recommendations of the committee.

2. Indicators of positive reactions highlighted.

a. Successful adult learners who begin to experience personal benefits.

b. Successful adult learners who spread the word to inspire their peers.

c. Successful adult learners who improve their situation at work, at home and in their community.

Conclusion:

The committee proposes that assessment and evaluation of the adult learners should be conducted using criterion-referenced measures that are aligned with their instructional program. To be valid, ongoing assessment must focus on the degree to which the adult learner exhibits behaviors leading towards accomplishing his/her goal. Therefore, to conduct student assessment, service providers will continue their practice of administering tests that are included with the instructional materials for the adult learner coupled with teacher observations and judgment. In this way, the learner's instructional program can be customized to meeting his/her needs. Each literacy service provider will determine/select the most appropriate instructional materials for each of its clientele.

It is the hope of the Assessment and Evaluation Committee that greater strides will be made toward alleviating the illiteracy problem in Hawaii.

PUBLISHED REPORTS
OF THE LEGISLATIVE REFERENCE BUREAU

1989 • Guide to Government in Hawaii. Ninth Edition. 194 p. $3.00
1. Intrafamily Child Sexual Abuse: Exploring Sentencing Alternatives To Incarceration. 75 p.
2. Access To Property Insurance In Areas Susceptible To Natural Disasters. 56 p.
3. Parental or Family Leave in Hawaii. 126 p.
4. Condominium Governance — An Examination of Some Issues. 119 p.
5. Collateralization Requirements for State Deposits. 82 p.
6. Special Education in Hawaii — Some Current Problems. 146 p.
7. Pathfinders: Administrative Codes, Registers, and State Blue Books. 191 p.
• Hawaii Administrative Rules Table of Statutory Sections Implemented: 1989 Supplement to Directory. 84 p.
8. Some Aspects of Quality Assurance in Home Care for Hawaii's Elderly. 95 p.
9. Care of High Risk Infants in Hawaii. 97 p.
10. Tax Credits and Care for the Elderly: The Public Policy Issues. 81 p.
11. Roads in Limbo: An Analysis of the State-County Jurisdictional Dispute. 135 p.
12. Occupational and Physical Therapists in Public Schools: The Quest for Parity. 106 p.
13. Declaratory Rulings and the Environmental Council. 67 p.
• Hawaii Legislative Drafting Manual. Eighth Edition. 121 p.
14. Rideshare Policies and Programs: A Review. 43 p.
15. Financing Higher Education: Alternate Planning and Savings Programs for Hawaii's Families. 153 p.

1990 1. New Categories of Teachers in Hawaii: A Review of a Concept. 118 p.
2. A Study on the Feasibility of Establishing a State Equivalent of the Federal Vista Program. 64 p.
3. The Feasibility of Centralized Motor Vehicle Administration in Hawaii. 138 p.
• LRB Publications 1963-1989. 53 p.
4. Maintaining the Affordability of State-Subsidized Housing. 38 p.
• Hawaii Administrative Rules Table of Statutory Sections Implemented: 1990 Supplement to Directory. 106 p.
5. A Taste of Aloha: Food Labeling Laws in Hawaii. 52 p.
6. Regulation of Hawaii's Roofing Industry. 47 p.
• Hawaii Legislators' Handbook. 150 p.
7. Generic Drug Substitution: Role and Function. 197 p.
8. Working to Learn/Learning to Work: Secondary Education's Dilemma. 52 p.

1991 1. A Clash of Arms: The Great American Gun Debate. 200 p.
• Hawaii Administrative Rules Directory. 352 p.
2. Tuition Waivers for Hawaiian Students in Higher Education. 39 p.
3. Sex Offender Treatment — Interagency Coordination in Hawaii. 72 p.
4. Trial Court Consolidation in Hawaii: The Road Already Taken? 74 p.
5. Nonresident Traffic Violation Enforcement. 44 p.
6. The Department of Education Budget: Selected Issues in Public School Funding and Accountability. 134 p.

1992 1. Alternative Methods of Compensating Members of the OHA Board of Trustees. 88 p.
2. Telecommuting: The Ride of the Future. 100 p.
3. The Feasibility of Establishing a State Travel Agency in Hawaii. 63 p.